REPORT RESUMES

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SOUTHWESTERN STATES DEVELOPMENTAL PROJECT RELATING TO EDUCATIONAL NEEDS OF ADULT AGRICULTURAL MIGRANTS. THE ARIZONA REPORT.

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A STUDY OF EDUCATIONAL NEEDS OF MIGRANTS WAS CONDUCTED FROM SEPTEMBER THROUGH DECEMBER, 1964, IN ARIZONA, COLORADO, NEW MEXICO, AND TEXAS. THIS REPORT, CONCERNED WITH THE ARIZONA STUDY, IDENTIFIED THE MOST COMPLICATED PROBLEM AS THE LACK OF A COORDINATED ATTACK ON MIGRANT SOCIAL, ECONOMIC, HEALTH, AND EDUCATIONAL RELATIONSHIPS BY LOCAL, STATE, AND FEDERAL AGENCIES. AFTER THE SURVEY OF STATE PROBLEMS, TWO MARICOPA COUNTY COMMUNITIES WERE SELECTED TO PROVIDE MORE SPECIFIC DATA. EMPLOYMENT PROBLEMS IDENTIFIED INCLUDE--(1) CHANGES DUE TO THE DISCONTINUATION OF THE MEXICAN BRACERO PROGRAM, (2) DORMITORY VERSUS FAMILY HOUSING UNITS AND SANITATION CONDITIONS, (3) LOW WAGES, (4) POOR DIETS, CONSISTING MOSTLY OF CARBOHYDRATES AND LACKING IN PROTEINS, AND (5) ALCOHOLISM AND ITS EFFECT ON JOB PERFORMANCE. CURRENT PROGRAMS SURVEYED WERE THE MIGRANT FAMILY HEALTH CLINIC, THE MIGRANT MINISTRY, A DENTAL MOBILE FIELD CLINIC, A TRAINING PROGRAM IN HOME ECONOMICS, AND SOME PUBLIC SCHOOL PROGRAMS. (SF)

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Southwestern States Developmental Project Relating To Educational Needs Of Adult Agricultural Migrants

THE ARIZONA REPORT

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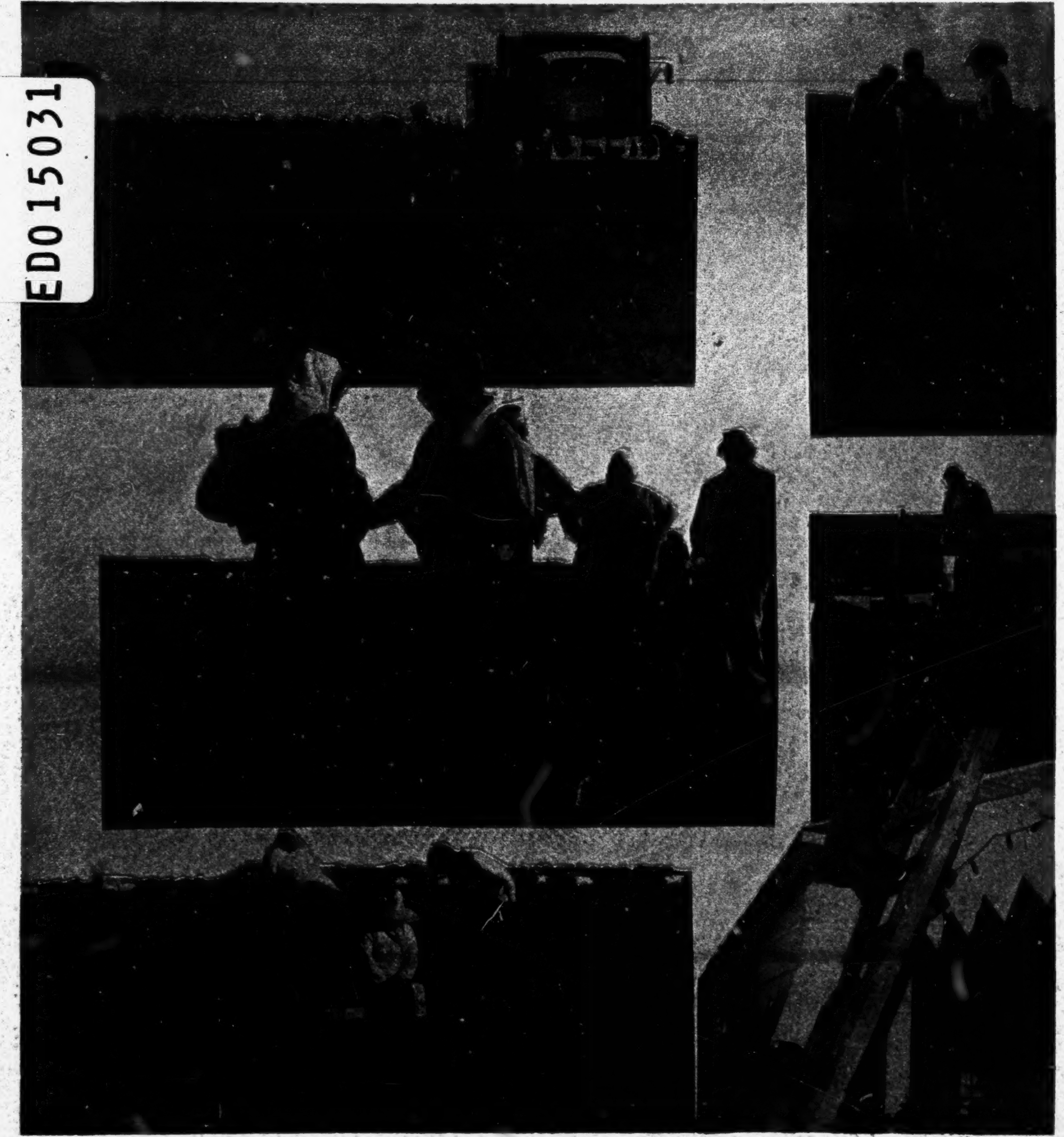

College of Education
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Tempe, Arizona

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Southwestern States Developmental Project Relating to Educational Needs of Adult Agricultural Migrants

U. S. Office of Education
Cooperative Research Project No. K-005

Calvin R. Orr, Project Director

THE ARIZONA REPORT

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TABLE OF CONTENTS

PAGE

PREFACE AND ACKNOWLEDGEMENTS v

INTRODUCTION vii

PART I A STATEWIDE LOOK

A. Overview of Migrant and Marginal Labor Agricultural Employment in Arizona 1

B. Problems Associated with Migrant and Marginal Labor Agricultural Employment in Arizona 23

C. Implications for Educational Programs for Adult Migrant and Marginal Agricultural Workers 44

D. Suggested Research Opportunities as Related to the Arizona Situation 45

E. Bibliography 47

PART II THE MARICOPA COUNTY REVIEW

A. Overview of Migrant and Marginal Labor Agricultural Employment in Maricopa County 48

B. Problems Associated with Migrant and Marginal Labor Agricultural Employment 55

C. Living Conditions, Health, Welfare, and Education of Migrant and Marginal Labor in Agricultural Employment 61

D. Current Programs Being Conducted for the Migrant 69

E. Bibliography 79

PART III DESCRIPTION OF THE AVONDALE AREA

A. The Changing Community 81

B. The Impact of the Migrant and Marginal Agricultural Worker 85

C. The Work Shortage 87

D. The Migrant Problems and the Community Committee 90

E. Bibliography 91

ALFRED M. POTTS, 2d

PART IV A DESCRIPTION OF THE EL MIRAGE AREA, INCLUDING IMPLICATIONS OF THE EL MIRAGE PROJECT FOR EDUCATIONAL NEEDS OF ADULT MIGRANT AND MARGINAL AGRICULTURAL WORKERS

A. Description of Project 92

B. Implications of the El Mirage Project for Educational Needs of Adult Migrant and Marginal Agricultural Workers 93

LIST OF TABLES

TABLE		PAGE
I	Table Indicates the Percentage of the 1963-1964 Cotton Crop Harvested by the Week by Cotton Picking Machines.	8
II	1963 Monthly Farm Labor Shortage.	13
III	Actual Seasonal Labor Usage in 1963	15
IV	Employment by Major Economic Activity, Maricopa County for Selected Years 1940, 1958, 1965-70, 1975-80.	50
V	Report on Labor Camps	64-65
VI	Central Arizona Counties, Statistical Information: Education	68
VII	Conditions Seen in the Migrant Health Clinic; April 1964-October 1964.	70-72

LIST OF MAPS, CHARTS, FIGURES, AND PHOTOGRAPHS

ITEM		PAGE
Map I	Sketch of the Major Agricultural Areas of the State.	3
Chart I	Agricultural Employment in Arizona 1953-1962	4
Chart II	Percentage Distribution of Agricultural Employment in Arizona by Type of Worker.	5
Photographs	Housing	39-40
Map II	Major Agricultural Areas - Maricopa County and Labor Camps	49
Chart III	Crop Activity Timetable	51
Chart IV	Farm Activity Chart	52
Photographs	Sanitation	66
Photographs	Clinic	74
Photographs	Avondale	83

PREFACE AND ACKNOWLEDGMENTS

The content of this report was based upon research and study conducted from approximately September 1, 1964 to December 31, 1964. The materials contained in THE ARIZONA REPORT were derived from the files and reports of various local, county and state agencies. Many persons cooperated in an informal manner and several gave formal interviews which were recorded and used in summarizing the data.

Little previous research and study had been conducted in Arizona with respect to the subject of this Report. Consequently within the time and resource limitations of the Project, it was necessary to depend essentially upon secondary information sources. Because Arizona was only one of four states involved in the total Developmental Project, the emphasis in THE ARIZONA REPORT was related to the available data and as a result this Report will not follow the exact pattern of other state reports. Because the original content of some of the documents used better portrays the information being sought, quotations, in some cases of some length, have been freely used. This Report was in no sense a complete study of migrancy and its related problems in the State.

Further study and research, some of which has been suggested in the Report was needed. The findings in this Report do, however, offer numerous suggestions for the development of adult education programs for migrant-type adults in agricultural employment.

As a part of this study cooperation was extended to the New Mexico research specialist who conducted an investigation of Social and Attitudinal Characteristics of Migrant and Ex-Migrant Workers for the four state Project. Interviews were arranged with Arizona migrants and ex-migrants. The Arizona interviews conducted by Gustavo Guitierrez were recorded and sent to the New Mexico Researcher for analysis.

The assistance of the following persons and agencies is acknowledged by the authors with their sincere appreciation. Some of the individuals who assisted were: Dr. G. D. McGrath, Dean, College of Education, Arizona State University; Dr. Lester Perril, Professor, College of Education, Arizona State University; Mr. Wes Townsend, Director of Elementary Education, Arizona State Department of Education; Rev. George L. Phearson, Chairman of the Governor's Council on Migrant Labor, Mesa, Arizona; Rev. H. B. Lundgren, Director of the Indian and Migrant Ministry of the National Council of Churches for the State of Arizona, Phoenix, Arizona; Dr. Raymond Kaufman, Director, Migrant Health Clinic, Maricopa County, Glendale, Arizona; Joe Acevedo, City Manager of Avondale; Ira Anderson, Farm Placement Office, Avondale; Mr. William Poston, Research Assistant, Arizona State University; and others.

Agencies and their staffs which assisted included: Arizona Migrant and Indian Ministry of the National Council of Churches; Arizona State Department of Health; Employment Security Commission of Arizona; the Farm Placement Section of the Arizona State Employment Service; Arizona State Department of Vocational Education; Maricopa County Health Department; Research Department, Valley National Bank; Arizona and Maricopa Departments of Public Welfare; and others.

INTRODUCTION

Migratory agricultural laborers often cross state lines. Educational agencies in the states of Arizona, Colorado, New Mexico and Texas have been concerned with the same individuals at different times during the seasons of migration. For this reason, educational agencies in the four states combined their efforts and explored the possibilities of a regional or interstate approach to the problem of educating adult agricultural migrants.

The Cooperative Research Branch of the U. S. Office of Education approved a four-month developmental research project, contracted through the Colorado State Department of Education. The project, while supervised and contracted by the Colorado State Department of Education, was under the general direction of a Project Steering Committee composed of the Commissioners or State Superintendents of Education in the four states and the Deans of certain Colleges of Education in colleges or universities in each of the four states.

A research specialist was employed in each of the four states for the four-month period, September through December, 1964. It was his assignment to gather as much information as possible during this period relative to agricultural migrancy in the state. Ultimate use of the information was to provide supporting rationale for the development of adult education programs for the target group.

In the planning stages of the four-month period, certain divisions of duties among the four research specialists resulted. The duties were divided in such a way that when the four research specialists would prepare their reports a compilation of these could provide a reasonably comprehensive presentation and analysis of the migrancy phenomena existing in the entire four-state area.

The nature of the problem in Arizona led the authors to include numerous facts and reactions with regard to marginal agricultural workers whose characteristics resemble the migrant workers. In fact the marginal worker was frequently a former migrant who had settled and left the migrancy stream. The problems of both groups in Arizona were so similar, in the opinion of the researchers, as to justify a joint consideration. In fact the entire Report was essentially a "problems" analysis, since the nature of the problems surrounding these agricultural workers determine to a very considerable extent, the type of education needed as well as their willingness and ability to participate in educational activities.

It became clear as the conditions surrounding the lives of migrant and marginal agricultural workers were studied and their attitudes understood that much experimentation will be necessary to determine just what will succeed in terms of attempts to provide adult educational activities for them. It was also clear that traditional approaches will not reach this economically and culturally deprived group which is essentially without roots and lacks for the most part, even the literacy necessary for further study.

PART I

A STATEWIDE LOOK

A. Overview of Migrant and Marginal Labor Agricultural Employment in Arizona

Any overview of a subject as broad in scope both geographically and economically, as that indicated in the title will tend to suffer by oversimplification. In order, however, to provide some understanding of agricultural employment in Arizona, such an overview will be attempted. This overview is designed to meet the basic objectives of the Project which include:

(1) The determination of the components of educational programs whereby the designated four states may cooperatively more adequately serve the educational needs of the adult agricultural migrant.

(2) The determination of the need for further study and action research in education of the adult agricultural migrant.

Agricultural Areas and Employment in Arizona

The southern half of Arizona is essentially an agricultural area. Despite its arid condition, large portions of this area of the state, made arable by irrigation, provide rich lands for the cultivation of citrus, cotton, and garden crops. These being seasonal in nature, require a variable labor force forming the basis for the demand for migrant and marginal agricultural labor.

The accompanying Map I (8)* shows the location of the major agricultural areas of the State.

Agricultural sources in Arizona represent 16 per cent of the State's annual income and provide employment for 9.3 per cent of its labor force. Of this percentage approximately 39 per cent of the total agricultural labor force in Arizona is made up of the migrant and marginal labor group, which indicates the impact on Arizona of this problem. (These are compiled figures).

The accompanying Chart I (8) shows the history of agricultural employment within the state from 1953-1962. Despite the growth of the total population in the state from approximately 900,000 in 1953, to 1,535,000 in 1962, agricultural employment declined from a peak of approximately 80,000 in 1953, and in 1956, to approximately 43,000 in 1962.

---

*These figures throughout this Report refer to bibliographical sources at the end of each part.

Chart II (8) which follows indicates the percentage distribution of agricultural employment in Arizona by type of worker. These types are (1) regular hired workers; (2) seasonal local workers; (3) self-employed and unpaid family workers; (4) Mexican national workers; and (5) seasonal migratory workers. The portion of the Chart II on the left shows a 13 year average by month for 1950-1962, and the portion of the Chart II on the right shows the monthly figures for 1962.

The significance of a comparison is the rise in number of regular hired workers and seasonal local workers and the decline in the number of seasonal migratory workers. The number of self-employed unpaid family workers and Mexican nationals has continued at a fairly constant percentage of the total.

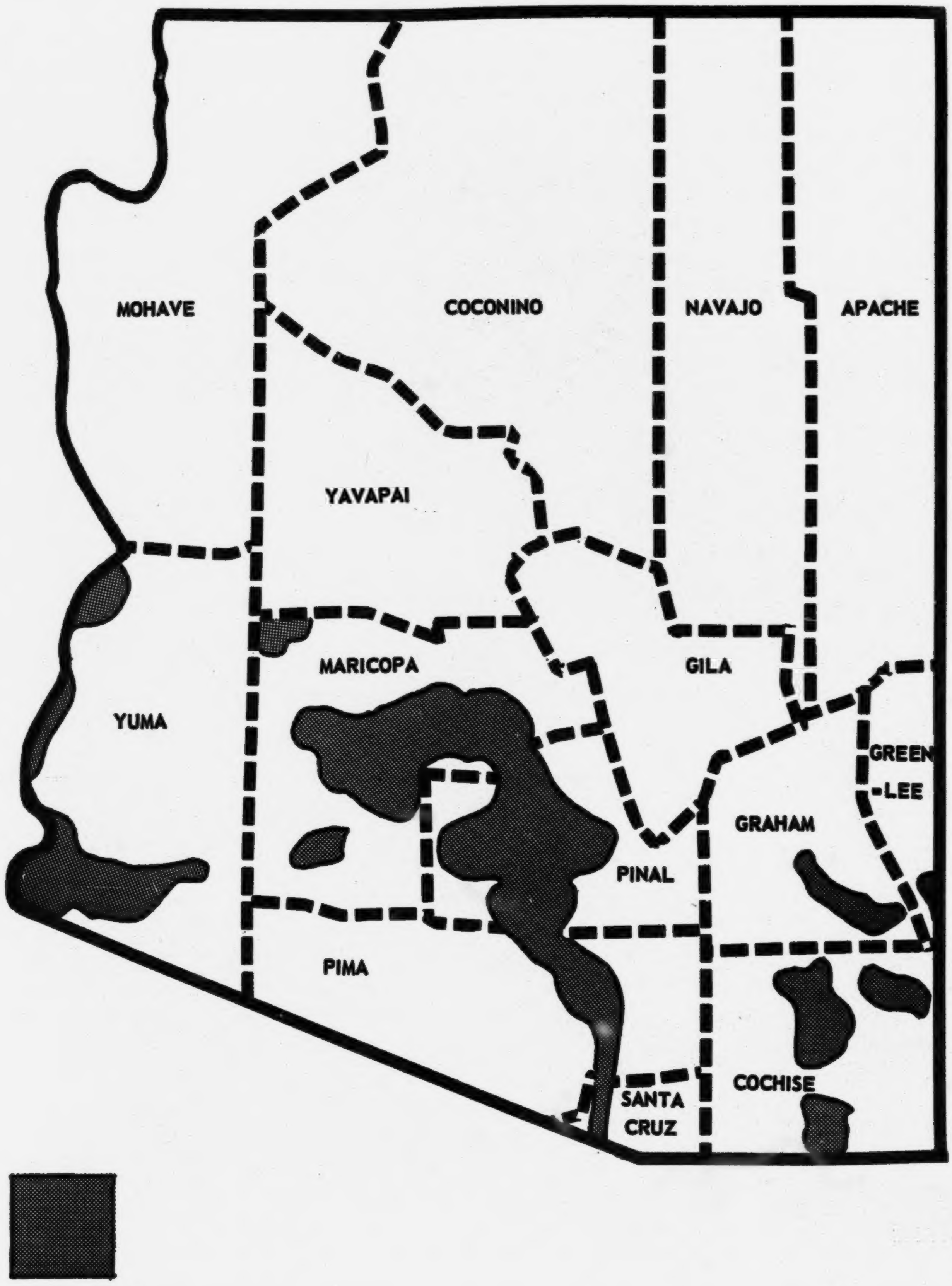
These changes are undoubtedly associated with the mechanization of the processes associated with many of the crops, as well as other factors, and represent a trend within the State.

Trends in Migrant and Marginal Worker Employment

This trend is cited by Metzler in an address to the Western Interstate Conference on Migratory Labor in April, 1960. He said:

> The major factor in this change lies in the general economic condition in the country. Ten years ago a large number of ex-shipyard workers, ex-aircraft workers and ex-defense plant workers provided California with a plentiful supply of migratory labor. I was doing a survey at that time in Fresno County, California. The raisin-grape harvest there ordinarily lasts about three weeks. But at the end of one week that year, there wasn't a single raisin-grape to be picked in the entire county. The huge labor supply had harvested the entire crop.
>
> This circumstance helps to point up the fact that there is no necessary relationship between the need for migratory workers and the number of such workers that may be present in a given area at a particular time. The general labor supply all over the country is so great that the migratory labor market can be flooded at any time, and the worker has no protection against it.
>
> The first factor, then, in the reduction in number of migrant farm workers during the past decade is the general improvement in economic conditions.
>
> The second factor in the reduction in number of migrants is the mechanization of the cotton harvest. Only the half-way mark has been reached in the mechanization of this crop, as the cotton growers are still inclined to do the first picking by hand and the second by machine. In other words, mechanization doesn't always go all the way in reducing the need for migratory labor. It may shorten the work season rather than reduce the number of workers needed. Nevertheless, mechanization has reduced

MAJOR AGRICULTURAL AREAS OF THE STATE


MOHAVE
COCONINO
NAVAJO
APACHE
YAVAPAI
MARICOPA
GILA
YUMA
GREEN-LEE
GRAHAM
PINAL
PIMA
SANTA CRUZ
COCHISE
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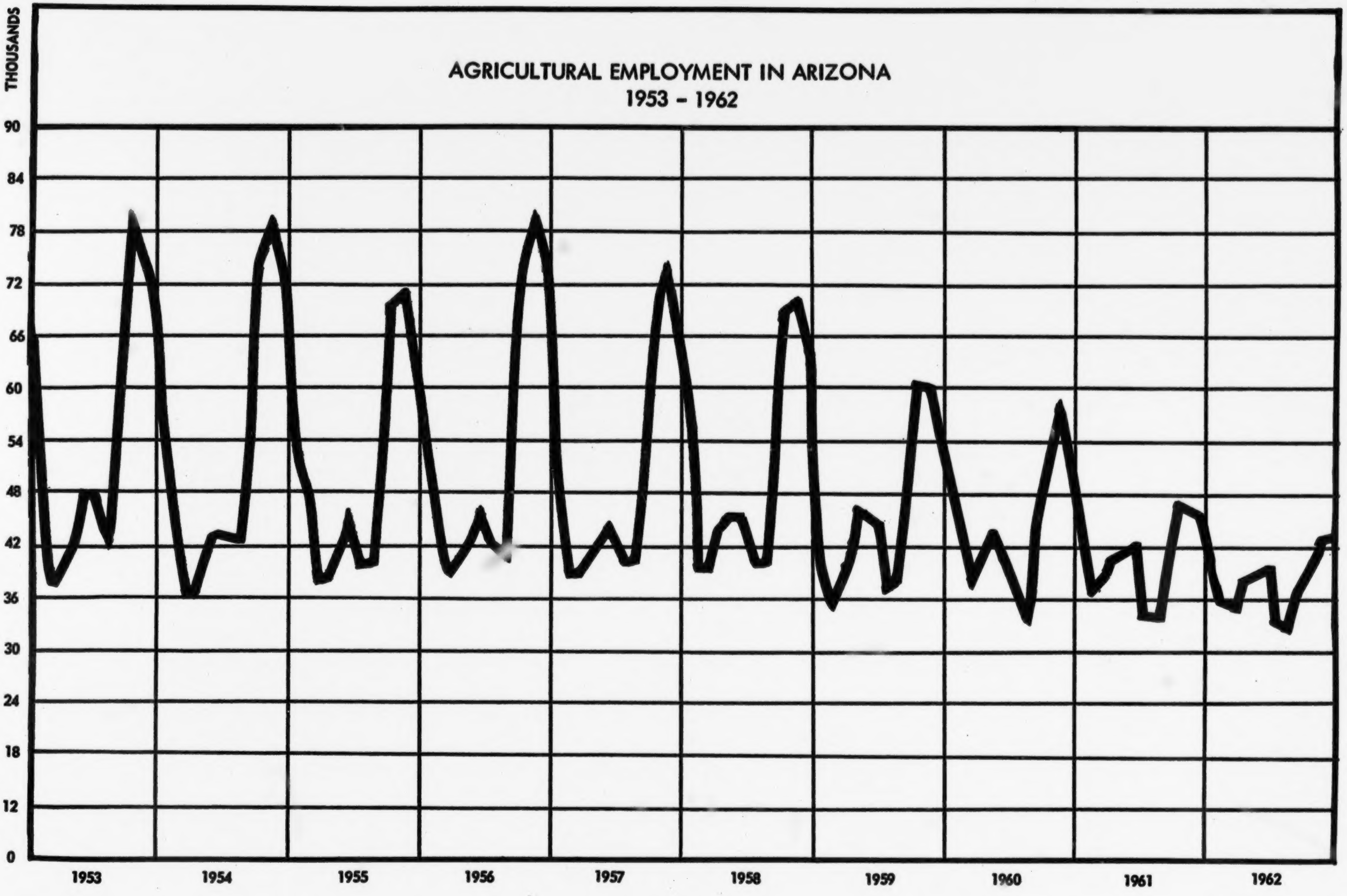
MAP I.



AGRICULTURAL EMPLOYMENT IN ARIZONA
1953 - 1962

CHART I.

PERCENTAGE DISTRIBUTION OF AGRICULTURAL EMPLOYMENT IN ARIZONA BY TYPE OF WORKER

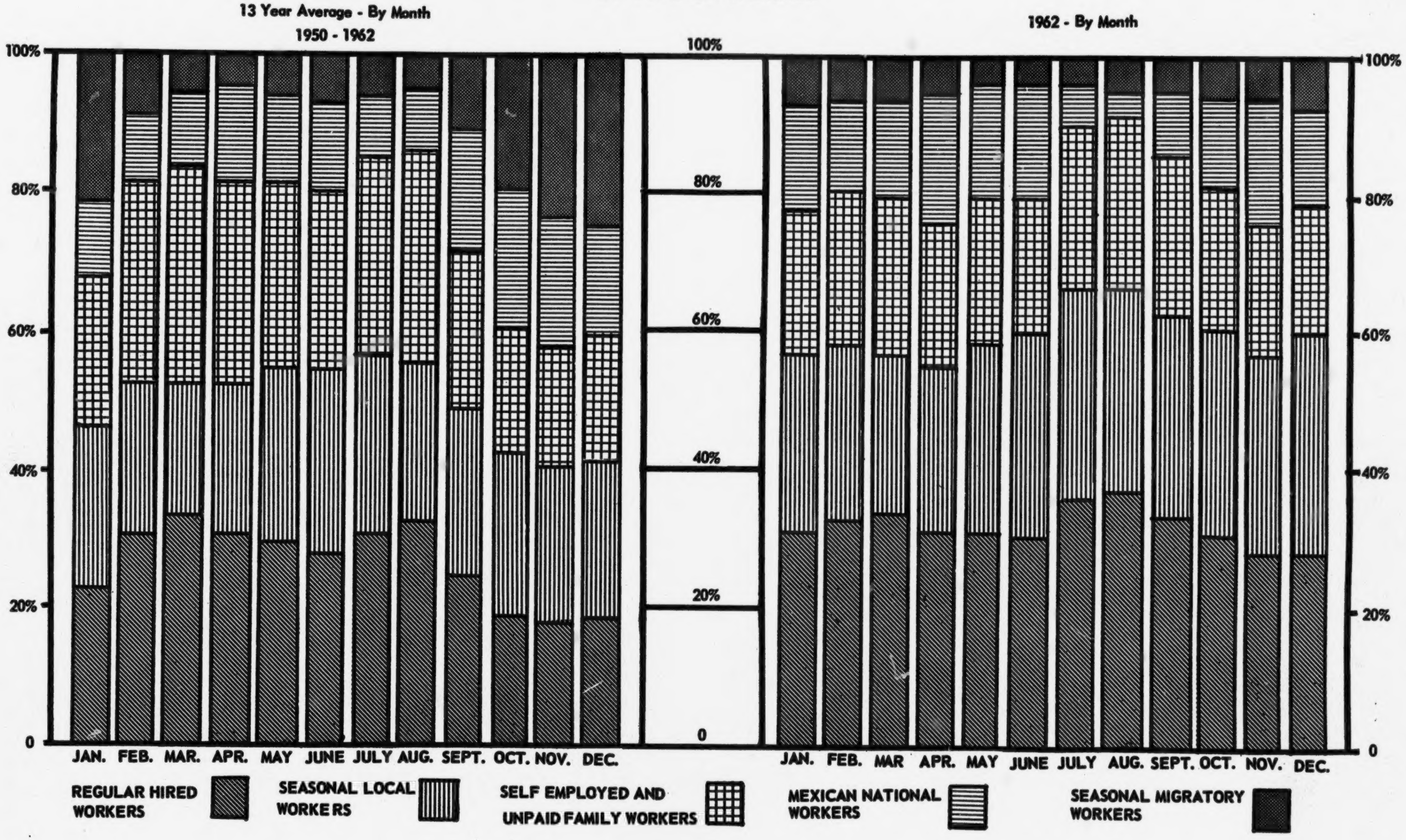


CHART II.

> labor needs, and we can expect further progress along these lines.
>
> As we look over the history of migratory labor in the United States, we notice that at one time the big problem was the wheat harvest, with thousands of workers going up and down the Midwest. That is no longer a problem; it was solved by mechanization. The next big worry was sugar beets. But now that harvest is entirely mechanized, and the development of new types of seed and thinning machinery has improved the operation of the spring activities. In the not far distant future, the need for migrants to work sugar beets will be entirely eliminated.
>
> The third factor in the decline of migratory labor is one that cannot be ignored. That is the fact that a large number of Mexican nationals are doing the work that domestic migratory workers used to do. We can't help but recognize that the importation program has a very marked effect on our farm labor supply situation. Local families tend to be discouraged by the presence of Mexican nationals in the best jobs in an area. The domestic worker stays at home or looks for some other type of work.
>
> A fourth factor lies in the organization of the farm labor market. An interesting fact about the farm labor market is that local workers ordinarily lose out when migratory workers come to the area. Community after community that once depended on local labor now depends almost entirely on migrant labor. The migrant comes to an area a couple of weeks ahead of the harvest season and nails down the jobs. The local worker is discouraged and stays at home. (18:28-29).

A report of the Employment Security Commission of Arizona in 1964 further emphasizes the trend. The mechanization of the cotton harvest is illustrated by the following quote:

> The influence of mechanical harvesting machines on labor use in the cotton harvest is again very much in evidence. This season, statewide, the cotton harvest will be about 95% by machine. From 1954 through 1963, all acreage control years, the planted cotton acreage in Arizona has ranged from about 353,000 to 435,000 and the gin run bales produced, from 715,000 to 945,000. There was a steady but slow advance in machine picking all these years. Beginning in 1959, when 60% of the harvest was by machine, there has been a marked advance. In 1960 about 70% of the harvest was machine picked, in 1961, 83% and in 1962, 92% with some areas as high as 93% to 95%. In 1963, the machine picked portion will be about 95%.
>
> Many growers in the State are harvesting all their cotton every year by machine. With the advent of the quite

> efficient scrapping machines in 1959, 1960, and 1961 (machine scrapping was on a limited trial basis in 1959), complete machine harvesting is very nearly realized and involves very little field crop loss. Disregarding special harvest situations, it can be said the cotton harvest is now mechanized in Arizona. In 1950, when 10% of a 484,000 bale crop in Arizona was machine picked, very few interested people believed that the Arizona cotton harvest could ever be completely mechanized. Many growers did not harvest one boll of cotton by hand in 1963.
>
> In 1963, mechanical picking started in volume the first week in September--the same as the previous year. This was made possible by earlier than usual artificial defoliation and to the widespread planting of the Deltapine strain of short staple cotton which matures somewhat earlier than the previously dominant Acala - 44 strain.
>
> Rain, quite prevalent in most of all areas in Arizona during October, has had no appreciable effect on picking machine proportionate use. The machine picked ratio continued to increase substantially during the rainy period. (7:4, 6)

The trend as related to commercial vegetables is illustrated by the following quote:

> The planting, cultivation, harvesting, and packing of commercial vegetables is now first in importance in Arizona as far as seasonal agricultural labor needs are concerned.
>
> During 1963, the spring lettuce crop totaled almost 30,200 acres and compares with 24,700 acres planted during the 1962 season. The Salt River and Harquahala Valleys planted 12,600 acres, a small increase over the previous season. Aguila-Salome area showed 2,700 acres as compared to 3,250 last year; Yuma 11,170 acres compared to 4,790 last year; and Bowie-Willcox, 2,280 acres as compared to 2,180 last season. The spring lettuce crop of over 1,300 acres in Pinal County is about 900 acres under last year.
>
> The spring lettuce harvest required some 2,150 workers in February and reached a peak of 6,800 workers during the harvest in mid-April.
>
> The fall lettuce crop totaled approximately 30,080 acres, with almost 12,600 acres planted in the Salt River and Harquahala Valleys; 2,700 in the Aguila-Salome area; 11,200 in Yuma; 2,280 in Bowie-Willcox area; and 1,300 in Pinal County. Fall lettuce harvest started the middle of September, required some 1,200 workers, and reached the peak during November when some 7,200 workers were employed.
>
> Potato acreage in the State increased from 8,500 acres

Table I

TABLE INDICATES THE PERCENTAGE OF THE 1963-1964 COTTON CROP HARVESTED BY WEEK BY COTTON PICKING MACHINES

Week Ending 1963		Weekly Total Bales Picked	Machine Picked Bales	Per Cent of Weekly Total	Number of Machines
Aug.	2	19	18	97	2
	9	17	17	100	2
	16	257	35	24	2
	23	719	421	49	18
	30	1,139	555	49	26
Sept.	6	2,713	1,719	63	63
	13	5,138	3,237	63	94
	20	6,175	4,422	72	222
	27	13,323	9,948	75	397
Oct.	4	27,120	23,344	86	754
	11	41,524	37,468	90	1,064
	18	61,136	57,656	94	1,546
	25	38,383	36,202	94	1,177
Nov.	1	67,392	64,449	96	1,802
	8	81,689	79,341	97	2,030
	15	61,760	59,229	96	1,747
	22	83,858	81,232	97	2,217
	29	39,415	37,672	96	1,761
Dec.	6	70,262	67,932	97	2,563
	13	53,902	51,949	97	2,378
	20	41,164	39,914	97	2,229
	27	31,969	31,026	97	1,992

planted in 1962, to 10,100 this year. The Queen Creek or Mesa area had the largest potato acreage with 4,800; Phoenix about 4,500; Harquahala area 475; and Casa Grande-Eloy area 220 acres.

Arizona growers planted over 18,100 acres of cantaloupe during the 1963 season with Yuma accounting for almost 17,600 - up almost 3,000 from last year. In an effort to get away from the crown blight damage, cantaloupe plantings were widely scattered in the central and western areas of the State. Phoenix area grew 432 acres of cantaloupe, Parker 1,490; Casa Grande area 20; Bowie-Benson 60.

Green onions have, in the last few years, become an important crop in the Salt River Valley of Maricopa County. In 1963 there were over 1,200 acres planted which used upwards of 1,100 workers during the heavy harvest season in November and December.

The planting, cultivating, and harvesting of these vegetables during the spring, fall, and winter months require some 8,000 to 15,000 workers and we have very little evidence at this time that mechanization in the vegetable industry is tending to reduce the demand for workers. There was, however, continued experimentation with machines in both the lettuce and cantaloupe harvests the past year.

In addition, a southwestern university agricultural engineering department is doing basic experimentation on a new type lettuce harvester which, when perfected, will be capable of selecting the head of lettuce automatically to be harvested and which will then harvest and retrieve the head entirely by mechanical means. Heretofore, one of the principal faults of the present lettuce harvesting machines, is the necessity for manual "cutting and trimming" of the head before the machine can take over the balance of the harvesting tasks.

There was a significant number of machines and machine crews used in both the fall and spring harvests. Of the two methods of harvest used--ground pack crew, and machine crew--the machine crew averaged only slightly better man hour production compared to the ground pack or totally stoop labor method. This indicates that machine and machine crew management improvement must come before mechanization of the lettuce harvest becomes firmly entrenched. A very favorable aspect of machine operation, however, is the fact that this type of operation attracts much greater numbers of domestic workers. Some of the machine crew tasks were particularly adapted to the use of female workers. This characteristic of machine crew operation cut back the necessity for contract Mexican national lettuce harvest workers substantially. Hourly work ground pack crews on the average were made up of 92% contract Mexican nationals and 8% domestics (all male); and machine crews averaged 39% foreign and 61% domestics. All machine crews employed 24% to 50% female workers--depending on the method used in packaging the individual lettuce heads--hand or automatic.

In the ground pack method of harvest, the outer leaves are left on the head. In the machine pack method the outer leaves are trimmed off down to the edible portion and the trimmed head is heat sealed in a cellophane type wrapper shrunk tightly to the head--also by heat. Consumer

> demand and market price differential are determining factors as to how much of the production is presently machine harvested. (7:6-8)

The Report of the Employment Security Commission continues in its discussion and summary of the trend toward mechanization:

> Mechanization. Since 1950 in Arizona, the mechanical cotton picker has been used extensively in the cotton harvest. The ratio of cotton picked by machine to hand picking has increased almost consistently year by year. About 46% of the crop was machine picked in 1958--60% in 1959--at which time it became clear that machine picking the major part of the Arizona cotton crop was a firmly established procedure. Significantly greater use of machines was demonstrated again in 1960 when about 70% of the 852,000 bale crop was machine picked. In 1961, 83% of the 836,000 bale crop was machine picked. In 1963 it is believed that 95% of the crop will be machine picked. Beginning in the week ending October 18 during the 1963 harvest, machines began picking over 94% of each week's harvest, and by the week ending November 8 began picking 96% and 97% each week.
>
> A very considerable amount of experimentation took place last season with the black cellophane-like mulch system. The very thin cellophane-like material which comes in rolls about 12 inches or more in width and containing many rods in each roll, is laid on top of the ground by a special machine and the seed (or plant) is planted through holes in the cellophane punched at the time of planting. So far in Arizona, cotton and rose planting are the crop activities mainly involved. The principal deterrent to widespread use of this procedure so far beside cellophane expense has been the difficulties experienced in laying the mulch. We understand that the machines now in use for that purpose are quite trouble free. The net savings made in reduced weed control expense are reported to be very considerable. This new mulching method seems to be gaining momentum in Arizona.
>
> The Rood Cotton Harvester which is a machine designed primarily to pick up the cotton fallen to the ground came into the 1960 Arizona cotton harvest picture late in the season. This mechanical cotton scrapper again in 1961 proved a boon to the farmer who "has a lot of cotton on the ground" since the improved machine reclaims "ground cotton" efficiently and economically when proper methods of operation are put into practice. In 1962 and 1963 further improvement encouraged greater use.
>
> A Yuma manufacturer is making an attachment first used in the 1962 harvest, for standard cotton pickers known as the "Best Cotton Saver" that uses a novel system of retrieving low bolls and ground cotton. It is claimed to be doing a very efficient, economical job of scrapping cotton and is again

being used rather extensively in Yuma County in their 1963 harvest.

Improved seeds in cotton came to Arizona several years ago with the organization of the certified cotton seed group and the acid delinting of cotton seed. New strains of cotton, such as Deltapine used extensively in 1961, 1962, and 1963 enhanced picker use and allowed machine picking to start sooner. Fertilizer experimentation is continually being practiced. We have heard of and seen 6 and 7 bales per acre cotton raised in large experimental plots. Since these experiments were conducted by a private large producer, no information is available on the details.

The lettuce industry is still experimenting with a new special cellophane individual head wrap. The cellophane wrap is shrunk tightly around the head, for longer freshness, by the application of extreme heat for a few seconds--automatically. Consumer demand determines how much of this type of packaging is made available. The carrot production group have changed from a "bunch and tie" package with the tops left on to "topped" carrots marketed in a cellophane package. This is also true for some other vegetables such as cauliflower, broccoli, brussels sprouts, and the like. This general method of vegetable packaging is gaining a good deal of consumer support. (7:8-13)

A further summary of the trends is found in "Agricultural Employment in Arizona," 1950-1962.

Seasonal Workers. Previously published estimates of seasonal hired workers have been revised to produce a more comparable data series. A category listed as food processing was included in seasonal labor estimates up to June of 1959. After that time it was deleted from seasonal reports as it was determined that food processing, which included packing shed and cotton gin work, should more properly be classified as an industrial activity and should be reported as industrial rather than agricultural employment. In order to make all seasonal worker totals comparable, food processing was deleted from all seasonal data on all tables.

Seasonal employment, if not broken into component parts, does not, by itself, give a complete picture of the type of seasonal worker employed primarily in pre-harvest and harvest activities in the major agricultural reporting areas of the State. Seasonal workers were subdivided into two groups, domestic workers and Mexican national workers. The domestic worker group was further subdivided into local and migratory workers. The migratory worker group was also subdivided into interstate and intrastate migratory workers. By analyzing each category individually, trends develop in each individual category which may or may not follow the trend of the section as a whole. For example: the seasonal work force is decreasing; however, migratory workers are decreasing at a greater rate than the total, and local workers indicate an increase. (8:20-22)

The University of Arizona, under contract with the Arizona State Employment Service is now undertaking a study entitled "Effects of Farm Mechanization on Farm Employment". No results of this study are currently available.

References have been made to the several categories of agricultural workers. The meaning of these categories are not always the same in the literature and for our purposes the following definitions have been listed. (8:3-5)

Definitions of Agricultural Labor Categories

Initial analysis indicated that different sources of information had slightly different concepts of certain categories within the framework of this report. This was indicated by incongruous wording of various definitions in some of the categories listed. To clarify each category, the definitions which were used in preparation of this report are listed as follows:

Self-Employed. The term "self-employed" is used to designate a person who operates a farm, either doing the work himself or directly supervising the work. He may be the owner, a member of the owner's household, a hired manager, or a tenant, renter, or sharecropper. If he rents land to others or has land worked on shares by others he is considered an operator only of the land which he retains for his own operation. In the case of a partnership, only one partner is counted as an operator.

Unpaid Family Worker. The unpaid family worker worked 15 hours or more during the past week performing work or chores on this place (the farm) without receiving cash wages. NOTE: Family workers receiving cash wages for farm work or chores on the farm were included in the "Regular Hired Farm Workers" section.

Regular Hired Farm Workers. Those hired or assigned to work on any one farm for a period of 150 days or more, i.e. a continuous 5 month period. They are distinguished from seasonal hired workers because of their extended job tenure. Foreign workers are never to be considered as regular hired workers even if they are hired for more than 150 days.

Seasonal Workers. Those hired or assigned to work on any one farm or establishment for less than a continuous 150 day period in the course of a year. They are distinguished from the regular farm worker because of this limited job tenure. Foreign farm workers are always to be considered as seasonal hired farm workers even if they are hired for more than 150 days.

Domestic Workers. Those workers, regardless of nationality, whose place of employment and place of normal residence are within the continental United States or its Territories.

Local Domestic Workers. Workers who reside within normal daily commuting distance of their employment.

Interstate Migratory Domestic Workers. Domestic farm workers whose place of normal residence is outside of the State in which work is located, except that workers who normally reside in the locality of employment adjacent to a state line and commute across a state line are considered as a "local worker." Puerto Rico is considered a State for the purpose of this definition.

Intrastate Migratory Domestic Workers. Domestic farm workers whose normal living quarters are elsewhere in the State but who reside temporarily within the locality of employment for purposes of engaging in seasonal farm work.

Mexican Nationals. Workers who have legally entered the continental United States but who normally reside in Mexico. (For the purpose of this report, Mexican nationals are always considered as seasonal hired workers even if they are hired for more than 150 days).

Farm Employing Unit. Farming Operation under a single management which performs all of the following functions: hires the workers, establishes the wage levels, and pays the wages.

A breakdown of the several categories of the principal agricultural counties in the State may be found in the document from which the map and charts have been secured.

Demand for Farm Labor in Arizona

The several categories of migrant and marginal labor as well as the use of Mexican nationals combined with the seasonal and regional nature of the demands by the variety of crops makes current and future estimates of farm labor needs.

The Employment Security Commission of Arizona in its 1964 *Report* (7:8-22) said:

> Because of the seasonal characteristics of the various crop activities, seasonal labor use fluctuates from a low of 11,400 in July to a high of 25,000 during November. There is no true surplus of workers in Arizona. Most months show a need for additional workers as shown by the table below.

Table II

1963 MONTHLY FARM LABOR SHORTAGE

January	575	July	690
February	650	August	875
March	1,225	September	2,425
April	1,225	October	2,150
May	1,825	November	1,950
June	3,615	December	1,850

Resident Labor Force. In general, there is employment throughout the year for all available local agricultural workers except during short periods when unusual market or weather conditions suspend a particular crop activity. Local workers are used in pre-harvest and harvest activities and constitute a major part of the labor force need for the vegetable, melon, cotton, citrus and other minor crops.

Approximately 40% of the local farm force is Latin American; 35% Anglo American; 23% Negro; and 4% Indian. Women make up about 10% of the workers during peak.

Indians from the Navajo Reservation are used for the vegetable and cotton harvests in the central and southeastern part of the State. Apache Indians are used in cotton in and around the Safford and Willcox areas. Papago, Pima, and Yuma Indians usually work in seasonal and year-round jobs in all crops.

The table on the following page is a summary of the seasonal labor use for 1963: (7:10)

Usual sources of supply of workers are from Arkansas, Texas, California, Idaho, and New Mexico, although workers come to Arizona from 28 states during the winter months.

Out of State Labor. Arizona agriculture is dependent upon from 11,400 seasonal workers in July to a peak of 25,000 during the peak of the cotton and lettuce harvests in November. Every accepted recruitment method was used in an effort to obtain a sufficient number of domestic workers to meet the demands of the growers. Clearance orders were forwarded to 8 states but due to excellent crop conditions in these states, many of the workers did not arrive until after the peak of the vegetable and cotton harvest.

Mexican Nationals. During 1963 approximately 8,200 Mexican nationals were brought into Arizona to supplement domestic workers and prevent crop loss. This total at peak was about 400 less than used last year. Due to the imminent and expected termination of the Mexican National Program on December 31, 1963, more braceros were brought in than would have been under ordinary circumstances. The Mexican national recruitment and reception centers were slated to close on October 15, 1963, which required authorization and contracting of braceros in sufficient numbers before that time to protect the farmers in the heavy fall harvest season in Maricopa, Pinal, and Yuma Counties against otherwise certain heavy crop loss. Except for the situation reviewed above, Mexican national peak use would have been much less than the number noted. The extension of the law to December 31, 1964, came too late in the 1963 season to prevent this action. The largest decrease in Mexican national use was in their reduction in irrigation and miscellaneous vegetable activities.

Table III

ACTUAL SEASONAL LABOR USAGE IN 1963

Major Crop Activities		Total Workers	Resident Workers	Out-of-State Workers	Foreign Workers
Jan.	Cotton, Vegetable and Citrus Harvest	15,564	9,747	2,279	3,538
Feb.	Cotton, Vegetable and Citrus Harvest	15,375	10,422	1,704	3,249
Mar.	Vegetable and Citrus Harvest, Cotton Planting	15,242	9,609	2,012	3,621
Apr.	Vegetable and Citrus Harvest, Cotton Planting	20,169	11,854	1,910	6,405
May	Citrus Harvest and Cotton Chopping	19,520	12,827	1,670	5,123
June	Cotton Chopping, Melon and Vegetable Harvest	20,951	13,091	1,705	6,155
July	Cotton Chopping, Melon and Vegetable Harvest	13,632	11,656	891	1,085
Aug.	Cotton Chopping	11,430	9,975	855	600
Sept.	Cotton Harvest	13,874	10,269	1,380	2,225
Oct.	Cotton and Citrus Harvest	20,357	12,313	2,034	6,010
Nov.	Cotton, Vegetable and Citrus Harvest	22,921	12,307	2,638	7,976
Dec.	Cotton, Vegetable and Citrus Harvest	22,871	14,512	2,794	5,565

The Mexican nationals used throughout the State were vitally needed in the lettuce, melon, and citrus activities. Without their utilization it would have been impossible to harvest these crops without a crop loss.

All employers using Mexican nationals were obligated and did comply with Public Law 78 requiring them to hire qualified domestic workers referred to them by the local office.

Local office farm personnel were constantly engaged in carrying out an informational and public educational program in all areas where Mexican nationals were employed. Farmers, workers, businessmen, and church groups were given a complete explanation of how the Mexican National Program operated. Various methods were used such as talks before groups, radio, and newspaper articles, and personal conferences.

Employment Trends. There has been no appreciable surplus of local domestics as a result of the cotton harvest labor use reduction. Housewives have removed themselves from the labor market in some instances and others have found work in other activities.

There has been a small increase in numbers of regular hired farm workers as a result of cotton harvest mechanization with a consequent lack of demand for migrant workers. Most of the picking machine operators are drawn from this group and improvements in other farm machines (larger, multi-row, multi-task) has released otherwise engaged operators for the cotton picking machines.

Forecast 1964. Farm labor demand in Arizona is expected to be about the same in 1964 as in the previous year as the best information now available indicates substantially the same acreages planted as in 1963. It is estimated that about 25,000 hired seasonal workers will be required at peak, almost the same as peak requirements in 1963.

Intensive local recruitment campaigns are being planned for 1964 by all local farm offices as our first responsibility will continue to be the placement of domestic workers. Informational and public relations activities will continue on the same basis as in the past year. Intensive study of the domestic farm labor market has uncovered a considerable amount of useful information. Using this information in local office operation will result in increasing the availability of domestic workers--and possibly uncover new sources here and in more distant labor market areas. The supply must be increased due to the probable termination of the Mexican National Farm Labor Contracting Law (PL 78). A good start was made in Arizona on this study in 1963 and the results and recommendations will be documented early in 1964.

Recent news articles in the Arizona Republic on November 29, 1964 and December 6, 1964 cover the relationship of the bracero program due to be discontinued on December 31, 1964, to labor needs in Arizona. (15)

The November 29th article is quoted as follows:

> **BRACERO HIRING END NEAR; FARMERS SEEK SUBSTITUTE**
> **FOREIGN LABOR PLAN BLASTED**
>
> Arizona farmers hope to continue importing Mexican laborers after the bracero program expires December 31.
>
> The plan, however, is under severe fire by those who say no foreign workers should be hired as long as thousands of employable Arizonans are without jobs.
>
> Furthermore, critics contend, the plan is a scheme to circumvent the intention of Congress, which has refused to extend the bracero program.
>
> By utilizing a 1952 immigration law, farmers expect to operate their labor pools in much the same manner as they did in past years. Under this law, foreign labor can be hired for temporary employment if the local supply is inadequate. The U.S. Attorney General has the power to approve employer requests for foreign workers upon the recommendation of the Arizona Employment Service.
>
> Farmers, principally in Arizona, California and Texas, still claim, as they have for the past several years, that they are unable to recruit a sufficient number of domestic workers.
>
> At least two Arizona farm groups will be represented at a hearing December 7 in San Francisco. Testimony given there will enable the U.S. Labor Department to establish criteria to be used in making the necessary certification to the Attorney General. Reported planning to take part in the hearing are Agricultural Commodities, Inc., and Yuma Producers Cooperative.
>
> Unlike the bracero agreement between the United States and Mexico, enacted in 1949 and 1951, the immigration law contains no guarantees of a minimum wage, conditions of employment and fringe benefits.
>
> For that reason, a federal official here questions whether the Mexican government will permit the future exit of large numbers of its nationals to work on farms across the border. This is the opinion of Ira O. Layman of Phoenix, district supervisor of the Bureau of Employment Security, who oversees the bracero program in Arizona.
>
> If, as Layman believes, farmers will have to make similar working concessions under the new plan, the end result will be a model of what used to be the bracero program. Although the

number has been steadily declining in recent years, Arizona farmers last year contracted for 23,044 field workers from Mexico, Layman said.

Under the law due to expire, braceros were given a minimum hourly wage of 95 cents and guaranteed at least three hours of work a day. Fringe benefits included housing, transportation, assurances of adequate food, medical and occupational insurance.

The bracero program's critics maintain that none of these benefits, which some say total about $1.50 an hour when added to wages, are offered now to domestic workers.

Labor Secretary W. Willard Wirtz is among those who have recommended that domestic farm laborers be eligible for benefits equivalent to those available to Mexicans employed in the United States.

Noting the high rate of unemployment among unskilled persons, Wirtz said that the U. S. migratory farm workers are among those in the "most disadvantaged position."

Among Arizonans especially critical of the bracero and the proposed immigration labor import systems is John E. Evans, secretary-treasurer of the Arizona AFL-CIO.

"Organized labor's position on the bracero program," Evans said, "was assured a year ago by Congress. At that time, the growers were given one year to phase out the program. But I have seen no great preparation for its termination.

"Now we find they simply hope to substitute an immigration program for the more frank bracero program.

"Farmers have always protested," Evans continued, "that they are strong believers in free enterprise and claim they don't want government interference. But in the bracero program, they willingly accept government subsidies to obtain cheap farm labor.

"Noncitizens have been in working situations which make it impossible for our workers to compete in the labor market."

Farm wages are lower in some states than they are in Arizona, Evans said. He said Arizona farmers use this argument in favor of continued importation of braceros and against raising domestic worker salaries.

"One solution to that problem might be a national farm labor minimum wage," Evans said. "Actually, my mind is wide open for any solution, but I can't see subsidizing foreign labor to compete with our own citizens, particularly in view of our present high level of unemployment.

"The answer to the claim that domestic labor won't work for substandard wages," Evans concluded, "is no answer for modern Americans in this society of affluence."

Concurring with Evans' views is the Reverend Harold Lundgren, director of the Migrant and Indian Ministry for the Arizona Council of Churches.

Mr. Lundgren, who has held this assignment for the past 10 years, is regarded an expert on the problems of migrant workers in Arizona. He believes that farmers would have no trouble finding enough field workers if wages and working conditions were elevated.

In some cases, the minister said, domestic agricultural laborers are paid less than braceros. He suggested that farmers establish a guaranteed annual wage to keep migrant workers in Arizona.

"By continuing any type of bracero program," Mr. Lundgren said, "we are perpetuating starvation wages for our own people."

Other comments were made by Manuel Pena Jr., a onetime Mexican field hand and former president of the Phoenix Community Service Organization, a group which encouraged equal acceptance of citizenship responsibilities among ethnic minorities.

As an example of the plight of the domestic farm worker in Arizona, Pena described how one of his Mexican-American acquaintances posed as a bracero in order to obtain relatively steady work at higher wages than he had been receiving.

Pena asserted that the going rate of $1 an hour for what he called back-breaking stoop labor falls short of a living wage.

"Those working for so little pay, without any fringe benefits, are forced to seek public welfare aid," he said.

The December 6th article further indicates the interest in the bracero program and the conflicting points of view with relation to the problem.

BRACERO USE PLEA VOICED

The state's economy will receive a major setback unless Arizona farmers are allowed to continue importing Mexican labor.

This is the conclusion of Jack Waldman of Phoenix, manager of Agricultural Commodities, Inc., an organization which recruits workers for most farmers in central Arizona.

Waldman said he will testify in favor of an extended farm labor importation program at a U. S. Department of Labor hearing tomorrow at San Francisco. With the bracero program for Mexicans scheduled to expire December 31, farmers hope to continue hiring foreign workers under terms of a 1952 immigration law.

The hearing, the last of four held in the nation, was set by Labor Secretary W. Willard Wirtz to help him establish criteria to be applied in qualifying growers to employ Mexicans under the immigration law. The law prohibits hiring foreign workers if it adversely affects wages and working conditions of American workers in similar jobs.

Waldman said he will emphasize these points at the hearing:

It has not been possible to recruit sufficient domestic farm workers within Arizona or in other states to harvest our crops. A substantial shortage of domestic farm workers has existed in Arizona as far back as memory serves.

"We hope very much," Waldman added, "that if Public Law 78 (bracero) is not extended, that Public Law 414 (immigration) may be of some assistance in helping to solve our very critical farm labor problem.

"There will definitely be a shortage of domestic farm workers in this area in 1965. This is not only my opinion but the considered conclusion of the Arizona Employment Service.

"Unless this shortage is remedied there will be not only very serious crop losses, but many industries closely allied to agriculture will also suffer."

The cash value of Arizona's 1963 vegetable crop, Waldman said, was $74,613,000. Citrus and grapes netted $19 million. They were harvested by Mexican and domestic labor.

Last year, according to Waldman, farmers dealing in produce in Maricopa County employed from 15,100 to 23,700 workers during the various seasons.

Because an insufficient number of domestic workers failed to apply for jobs, despite extensive recruitment, Waldman said farmers were forced to employ braceros. At peak periods as many as 7,000 braceros were employed, according to U. S. Department of Labor statistics.

Critics of the farm labor importation program, including the National Advisory Committee on Farm Labor, contend that low wages and poor working conditions are the real reasons why farmers have been unsuccessful in obtaining enough domestic workers.

The committee also charged that hired farm workers in this country have a higher rate of unemployment, lower wages and more depressed working conditions than any other group of workers.

Waldman said that member-farmers of Agricultural Commodities, Inc., are hiring workers at the rate of 100 a day, mainly to harvest the lettuce crop. Lettuce pickers, he said, are guaranteed a minimum pay of $1 an hour, but many earn much more if they choose to accept a piece rate.

In no case is a domestic worker paid less than a bracero, Waldman said, and no bracero is hired if a domestic applies for the job.

"Under this program," Waldman said, "domestics are given a 100 per cent employment guarantee, whereas braceros are guaranteed work for only three-fourths of their contract period."

Waldman branded as "completely false" a previously published account of a Mexican-American who allegedly disguised himself as a bracero in order to obtain farm work which paid higher wages than were being offered to citizens.

This extensive current information and reaction is presented to indicate the possible redirection of the use of the domestic labor supply. The relationship of this issue of bracero labor to further mechanization, with its requirements for greater worker skill suggests further complications for adult education, especially including higher work skill needs.

Summary: In its Report the Employment Security Commission of Arizona gives the following "Highlights" of the 1963 farm season: (7:iv)

- During 1963, the Arizona State Employment Service made 726,351 agricultural placements, including 44,094 on individual basis and 650,510 by day haul. Total placements were up over 13% as compared to last year.

- There were 2,563 machines used to pick cotton accounting for 95% of the crop as compared to 2,155 machines used during 1962 accounting for 92% of the crop.

- Arizona agriculture is dependent upon from 11,400 seasonal workers in July to a peak of 25,000 workers during the peak of the cotton harvest in November.

- Clearance orders were forwarded to 8 different states and the Arizona Job Inventory forwarded to 50 states.

- Day hauls were operated at 20 points and were established at 67 points, and the sum of workers transported on average day totaled 3,009 and the sum transported on a peak day totaled 7,340.

- During November 1963, approximately 25% less migrant workers were working in the Arizona cotton harvest as compared to November the previous year.

- Approximately 8,200 Mexican nationals were brought into Arizona to supplement domestic labor and prevent crop loss. This total at peak was about 400 less than used last year.

When the figures presented in the previous several pages are considered it is difficult to come to firm conclusions with respect to current and future farm labor needs. Obviously, there is much duplication due to the several crops and seasonal needs. For example, the estimated bracero use for 1963 as shown in the newspaper article to which we have referred is approximately 23,000. The "Highlight" of the Employment Security Commission noted above indicates that 8,200 Mexican nationals were brought into Arizona in 1963. This kind of duplication could be illustrated with migrant and marginal workers. Certain trends, however, are evident. The number of interstate migrants is declining; a substitute will be found for the bracero program, and the mechanization process is reducing the number of workers needed but at the same time is requiring a better trained worker. All of these changes have profound implications for educational programs for migrants and marginal agricultural workers.

B. Problems Associated With Migrant and Marginal Labor Agricultural Employment in Arizona

Any socio-economic problem as varied and deep rooted as the one involving agricultural employment in a state creates many related problems. It will be the purpose of this section of this report to explore some of these problems, with particular emphasis upon their relationship to recommending educational programs for migrant and marginal agricultural workers.

Overall State Coordination

The most complicated single relationship associated with agricultural employment involving migrant and marginal labor in Arizona is in the opinion of this researcher the lack of a coordinated attack upon its social, economic, health and educational relationships by local and state and federal agencies. Despite the interest of many agencies and quite effective work by such groups as the Employment Security Commission of Arizona, State and U. S. Departments of Health and Welfare and the Migrant and Indian Ministry of the National Council of Churches, there is an absence of a coordinated State program to solve the problems associated with agricultural employment in Arizona.

To secure information concerning this relationship the researchers interviewed Rev. George L. Phearson. Rev. Phearson was the Chairman of the Governor's Council on Migrant Labor in Arizona until the end of 1964. The following quotations from the interview record illustrates the coordination problem. It also may be noted that the "attitude" of those concerned with the issues is of primary importance in reaching any reasonable solutions to the numerous social, economic, health and educational problems. Rev. Phearson comments as follows: (13)

> Let me give you a little report and then you feel free to break in and ask questions because when he (our graduate assistant) was in the other day, we just talked rather informally and I'm not sure if I had it to do all over again, whether I would have taken this particular appointment. My conscience as a clergyman does disturb me somewhat in it because I found out the mandate of the committee, after I was in and we are not to be, as I understand it, a progressive or an aggressive committee. Ours is not the purpose to develop a migrant program in the state. We're not a commission therefore we're not approved by the state legislature. This is a standing committee appointed by the governor at his discretion and he can either have the committee or not have it. He has several others and this is an advisory sort of thing to the governor. The history of it is older than my tenure on the committee. I'm under the impression, from what I've put together, that several years ago, maybe six or eight, there was some pressure brought to bear concerning the whole migrant problem in the state. As I vaguely remember, this became a little bit of an issue about that many years ago. This committee was formed then to help advise the governor and I suppose "protect" him too. This would be part of the political nature of the committee. That phase passed and

that predates me. Now in the records at one time, we had a large committee that was made up of all the people that you would expect; from health, education, welfare, social agencies, nearly everyone who would be involved in upgrading the life of a person. Apparently it was unwieldy. That is what I'm told. They then appointed within this group what would be considered an executive committee. This is the group that pretty largely I fell heir to and this involved two growers as such, one here in Mesa and one over outside of Phoenix. Then in addition, there were two ranchers; also Harold Lundgren, (of the Migrant and Indian Ministry), a couple of clergymen and a representative from the Salvation Army. So we were a committee of about eight or ten.

We have met quarterly up until about a year ago when the committee started pushing to justify its existence. I had learned very soon in the game that I was not supposed to do anything but carry a title and if somebody in the state took the initiative to make an issue out of the migrant situation, then we would swing into action, I would assume. Nothing was forthcoming so we didn't do anything; and the committee began to get a little concerned because they were not doing much. As a result of committee pressure, we decided to survey the state and see if this wouldn't give us a sense of direction or purpose and of course as chairman, I was anxious to get to a position of being a little more aggressive and yet trying to be careful in how we were doing it.

We decided to divide the state into several sections to see what the inter-relationships would be. The Flagstaff area (Flagstaff-Prescott); the Phoenix valley; and then a tour in the Casa Grande-Stanfield-Maricopa valley; then Tucson-Willcox related, and then Yuma. These were all sections we intended to visit. Wayne Legg, an attorney on the committee and a close friend of mine, did the correspondence. We found not much of a reception at Flagstaff. Apparently you just don't go out as a governor's committee without some people at home base being a little suspicious. Now about the time we started this a year and a half ago, there were several groups who were visiting all over the state to make surveys and for other purposes. As a result, Flagstaff was just not overly enthusiastic and they rather indicated that they had no migrant problem as such. This disappointed us. We wanted to see what the industrialized north of the state had to say about the whole agricultural picture. I had high hopes that we would get beyond the migrant problem and might see what our state looked like as a whole group and then take action from that. They did have a tour here in the Phoenix valley but I missed that one. The committee said it was a good day. Yuma wanted us to come later and I'm not sure whether it was the melon crop or whether it was the bracero program; but they had some urgent local need and they put us off. We never did go back, for a second invitation was not received. Our trip to the Tucson-Willcox area folded because the committee went inactive pretty much at my own direction; so the one trip that was quite vital was the one to Stanfield-Maricopa-Casa Grande. We circled that whole area at noon, sat down in

Casa Grande with some key leaders in Federal positions who had their portfolios on health, education, and welfare. I'm not sure whether at lunch or later in the day we met with a housing administrator who takes care of a housing project down at Ten Mile Corner out of Coolidge. We have a belt that runs from Gila Bend to Casa Grande across to Coolidge and that whole section is quite a migrant area and grows mostly cotton.

I came back from that field trip pretty well discouraged because the committee wanted to move. This would be a violation of our original mandate and there weren't any of us on the committee who had the time or resources to carefully become aggressive by conference with the governor or his assistants, or to work with our legislature in getting laws passed. It's beyond me as a clergyman, the technicalities of it, and beyond many of the committee members. So this was a weak area; but I think the thing that kept us going was the good meeting in Casa Grande. Everyone of the people on the Civil Service payroll was doing a good job and I think with the exception of just one, talking as a minister, I would feel that there was pretty good honesty. Now we sat down and talked and everyone was sensitive to his particular area of work and sensitive to how it helps the migrant. What I wanted to do was get them to see the migrant as a whole person. Strangely enough it took quite a bit of time to get this point across--that if you are going to help a personality, you literally attack him from every angle. I just couldn't communicate. The word "whole" wasn't understood by the group for a while. They didn't know what was meant by the whole man or the whole personality.

Dr. Moore: We have the same problem in education; we talk about the whole child.

I'm glad to know that. This stunned me for a little while. Of course the word "whole" is rather new. They are using it in church literature more and more. We finally got over the hurdle that you don't talk about the educated migrant per se, or the housed migrant, you talk about the whole person. The light started to dawn and you could see the group start to pick up a little bit. I thought we were on our way. Then we came to a point that if we were to be concerned about the whole person and up-grade the whole migrant, we would have to have eventually, a program that would just literally engulf his whole life so that education, health, welfare, and economic opportunities, etc., would all be working together. We ruled out the possibility of a committee or commission in that area which would be made up of people who carried these various portfolios and elect themselves a chairman, unless they would do more than come together occasionally and talk about their problems. They were amazed how each of them was having somewhat the same problem. You could tell they hadn't visited a whole lot with one another so we suggested an overarching committee, and this is where the meaning fell apart. There wasn't a person, (they may have felt they were not qualified; but I'm inclined to think this wasn't the case) who really wanted to give some free time and creativity to pull some kind of an over-arching group together to up-grade their work and program. I may be a little too severe, but this was my first reaction--that everyone was doing an excellent job from 8 o'clock to 4 but nobody was going to work from 4 to 4:30 if they could avoid it. I told my wife I had gotten my first introduction to bureaucracy and she wanted to know what I meant. I told her that these people were doing a fine piece of work but you try to get them to go a step farther, which really in the long run would upgrade their work, and they weren't quite ready to do it. Then I tried another approach which included a little bit of doom prediction: that the migrant is settling down in a generalized way, but he's settling down at the edge of Casa Grande. If you aren't careful, you will wake up someday and the whole city is going to be surrounded with a belt of the rural person that came to settle down. I could have pursued that a little farther and had a first-class argument. They weren't ready to buy that at all. Either that or they weren't ready to face the fact that it had already happened. Harold Lundgren substantiated the same point. This is where that person settles down and if you don't start now you wake up eventually with a first-class slum area. This brought a somewhat violent reaction. So on that basis we all parted company, and that's been about the end of our work and the end of our committee. I have not had the time to keep doing the inspirational kind of job that ought to be done. As I said to you the other day, I could feature this as a paid commission or something in the State, where they could get a person who has the time and is qualified, because much of it is educating the leaders who in turn educate the migrants. Somebody who would go to Casa Grande for example, and keep working with the Chamber of Commerce and the governmental agencies to get the point across that something needs to be done at the local level.

Dr. Moore: How much of this do you feel is basically the result of the lack of concern in the state? For instance, I understand we have the highest infant mortality rate in the nation; we have the greatest rate of contracted tuberculosis in the nation. You could pick four or five things that would certainly be a doubtful distinction for Arizona, and yet we don't tackle these things.

Rev. Phearson: I think this would fit that same pattern and I suppose this would be due to our form of government. We have a peculiar arrangement. The governor greets the people, but the real powerhouse is not the governor, it's the legislature. This is very interesting to me. The governor of Arizona really doesn't have much authority. This is inherited. This is not a problem. It is a situation and I think this is why you hear every once in a while about the mines and the ranchers controlling the state. It's hard for me to believe, living here in a populated valley, but the longer I stay, (and I've been here eight years) the more I can see and believe it.

Dr. Moore: It's much harder to develop a conscience on the part of the legislature than it is to develop the conscience of one man, and consequently it's hard to get this thing going. I think this is a very deep-seated problem in this state.

Rev. Phearson: I think the growers too, whom I've studied while on this committee, need to be heard. When you crowd them a little, you find they have problems, and apparently the income in produce, etc., is pretty tenuous and they are very reluctant to raise salaries because operating costs keep going up. If you crowd them far enough in discussion, you get the feeling that basically it is still their impression that the migrant is a second-class citizen, and if you pay him too much he's going to drink it up. Now you don't get this immediately, particularly if the grower is a top notch businessman. He is too polished to be immediately prejudiced, but if your argument begins to tell and he feels that he is losing ground, he'll revert to this basic prejudice.

Dr. Moore: You almost have to go further up on the economic scale before you get this, don't you?

Rev. Phearson: This is right.

Dr. Moore: One of my friends is very well acquainted with the _____________ Brothers (you may know of them) who are millionaire ranchers. He grew up with them in Colorado and he told me something about their attitude on things of this kind. The more wealthy they've become, the more influential they've become, and the more strongly entrenched their attitudes have seemed to develop in terms of these groups.

Rev. Phearson: And they'll readily tell you about providing a nice house and having the migrant tear up the floor and use it for firewood, which is true. So you answer back that not only do they need housing, but they also need education. This is why I was disappointed in Casa Grande. I think the ultimate answer is to get some kind of across-the-board program that involves all of these specialized areas from where they start. I don't know whether it would be a pilot project or operation project, but where they all work together and go out after a common problem.

Dr. Moore: I was interested in your reaction to Federal employees and some of the State people. I worked for the Office of Education one time during the war emergency and I had to go into different states where there were different kinds of state departments of education. Our direction was frequently, "try to accommodate yourself to the state pattern of operation when you go in there. Your business as a federal employee is not to overturn a state operation". I was wondering if some of the reaction doesn't grow out of a tendency to avoid developing poor state relationships.

Rev. Phearson: This possibly could be true except in this particular case the suggestion was that they ought to have some

> meetings--just all who were working the same field. Almost like organizing a club or something of that nature. I wouldn't have seen in that suggestion quite those overtones unless they had all worked with it long enough and were farther down the road than I was. We've had very fine relationships with the Federal men here in the Phoenix valley. They have been very anxious to be of service and we have had very patiently to tell them no. Of course Arizona is sort of going through this "states rights" problem. When this first permission of money for re-training came through, I thought we were on our way as a committee. It got arguments as to whether this was the thing we wanted for Arizona. Meanwhile Harold Lundgren, who gets his paycheck through the Arizona Council, got busy and came up with the grant. I'm not sure where he used it. I did not get the details, but he was able to get hold of some of that money for re-training. Here he was on the governor's committee and we sat doing nothing. This is the frustrating part. We argued whether we wanted to "go it alone" or whether we wanted governmental help, and one member of the committee who has a specialized area of work, qualifies and gets the job done. Meanwhile the governor's committee is still "settin". If I were a great one who wanted results, it would really be a desperate situation as chairman, so we've done a good job maintaining our original mandate of just rather protecting everything.

The Selected Problems.

Brief summaries concerning several problem areas follow. In many instances the information was extremely limited and the most important finding is the need for further investigation in all areas. All of the problems are associated in some fashion with the need for a nature of educational programs to serve migrant and marginal agricultural workers.

Health.

To obtain general information on health problems in Arizona and to relate them as much as possible to migrant and marginal agricultural workers the most recent (1962-63) available Annual Report (2:7,8,9,69,70,78,79,80, 89,94,95) of the State Department of Health was examined. It became evident in this examination that there were some basic health problems in Arizona that probably relate especially to the disadvantaged in the society. Selected examples quoted from the Annual Report are:

> Infectious Hepatitis. During the year 128 cases of infectious hepatitis were investigated and follow-up visits made to gather information regarding the epidemiology and economic impact of this disease. Counties participating in the study were: Cochise, Graham, Gila, Pinal, Yavapai, Mohave and Santa Cruz. Included in this field study was an outbreak in Graham County which received detailed study through the Public Health Service, Communicable Disease Center Phoenix Field Station.

Rabies. Rabies in the U.S. - Mexico border area, particularly in and around Yuma continued to be a problem. Two meetings were held with officials from Arizona and California in the United States and Baja, California and Sonora in Mexico. The purpose of these meetings was to coordinate rabies programs in the border area. One bi-national meeting was attended. This meeting involved all the states of the United States and Mexico that adjoin each other.

Arthropod-Borne Encephalitis. A limited field study of this disease entity was continued. Sentinel chicken flocks were used in several areas to detect virus activity. Blood samples were obtained also from 67 Indians living on the Gila Reservation. These were bloods collected for other tests at the Sacaton Indian Hospital and turned over to the Division of Acute Communicable Disease Control following the completion of the original testing. Forty per cent showed significant antibody titers against the St. Louis strain of the virus. Seven per cent showed titers against the Western strain of the virus. Liaison was maintained with those in charge of detailed field studies in the Maricopa County Health Department and the University of Arizona.

As an integral part of the encephalitis study, mosquito surveillance was also conducted throughout the state. This was done by the Division of Acute Communicable Disease and environmental health personnel.

Condition of Public Health in the State. Infant mortality remains above the national average with only three states showing infant death rates above ours. The problems presented by immaturity, diarrhea and respiratory disease, congenital defects and accidental injuries at or during the first year of life are not yet solved. Infant mortality prevention requires continued surveillance and appropriate health measures. Again, nutritional deficiencies have entered the overall picture and need evaluation in terms of disease resistance and disease avoidance.

Preschool child mortality is high in deaths by accidents. Cancer in this age group is an increasing concern. Nutritional needs of this group present health problems, especially do children in institutions require surveillance. Mental health programs for children of this age group need broadening; the emotional growth and development at this stage sets the pattern for later social adjustment. The Division of Maternal and Child Health will continue its cooperative and coordinative efforts with the Mental Health Division. Dental defects need closer scrutiny in this age group. So, too, do hearing malfunctions and defects in vision require attention; early discovery and prompt treatment are phases of public health planning that have been promoted throughout this year. Determination of adequacy of immunizations levels by surveys needs to be done. Mental retardation in this age group presents special problems of evaluation, work in this particular area continued through the efforts of the Child Development Center.

School age child mortality reflects a high accident death rate among the elementary school child. Health defects appear more as a result of continuing defects from preschool age than as defects occurring primarily because of this advanced age. Communicable diseases, tuberculosis and primary encephalitis constitute concern of increasing proportion. The adolescent child presents similar problems as the elementary school child. Social and emotional problems, nutritional inconsistencies, venereal disease, dental defects, tuberculosis and other health defects (congenital, genetic, and acquired) continued to demand much planning time throughout the year.

Parent health problems that predispose to mortality, defects and morbidity of infants are reflected in the over-all planning of maternal and child health programs. Problems during pregnancy call for emphasis on prenatal care. Especially relevant are the preventive care programs that limit premature births and lessen the number of preventable maternal deaths. Increased awareness of nutritional defects of teen-age mothers poses new problems which are, by their nature, although almost completely preventable, difficult to solve.

Maricopa County. A Migrant Family Health Clinic Project was approved in the amount of $63,461.00 for the fiscal year 1963-1964. Tentative estimates for 1964-1965 and 1965-1966 are for $61,000.00 each year.

The purpose of this project is to expand and improve health services, including sanitation, preventive medical services, case finding and medical care for domestic migratory agricultural workers and their families in Maricopa County.

Services will be provided through the use of a mobile clinic which will be scheduled into areas where the migratory worker can be reached. Establishment of permanent facilities will be considered where the program evidences the need. These areas at present are considered: Guadalupe, Surprise, El Mirage, Chandler, Litchfield, Peoria, Avondale, Buckeye, Gila Bend, Higley, Gilbert and Harquahala Valley.

The program will be activated in July 1963 and will be constantly evaluated.

Pima County. A Migrant Labor Project Grant was approved for activation in fiscal year 1963-1964 in the amount of $18,970.00 for the first year. Estimates for the following two years are for $14,550.00 and $7,575.00 respectively.

The specific objectives of this project are to mobilize, more effectively use and strengthen the resources presently available to migrant families so that they can be put to better use in providing a better standard of living for this group.

The major areas of concern are Rillito, Cortaro, Marana, Silverbell, Sahuarita and Continental.

A local clinic, run by volunteers, has been operating at Marana. The county health department has been using public health nurses to make visits in the areas concerned and has paid physicians to hold well-baby clinics in Marana and Sahuarita.

This program is set up to fill the need for nutrition and social services and to provide part-time medical and dental care. It also will extend public health nursing services.

It is planned to use permanent bases for the activities rather than a mobile clinic. The problem areas are not as scattered as in other counties.

The program will be continually evaluated and modified to fit the needs as indicated.

Pinal and Yuma Counties. Programs in migrant health have been discussed for these counties but development of grant requests will be delayed until later in 1963 (fiscal year 1963-1964).

The program in Pinal County will follow somewhat the plan for Maricopa County.

The Yuma County Program will probably be similar to the program in Pima County in that permanently based clinics will be used. In Yuma County bracero camps provided most of the labor for farms and ranches. The harvest season was from October through February. Changes in crops and additional variety of crops are extending the harvest season to year-round. There are very few migrant camps or centers. Most of the migrants adding to or replacing bracero labor live among the residents in or near agricultural centers. Some live in cars or trucks, some occupy "shacks" or empty buildings and some rent. This makes it difficult to use a mobile clinic but a mobile X-ray unit might be used by visiting the fields where workers are gathered. Permanent clinics will be planned in areas where concentrations of domiciles appear to justify them in order to reach the women, children and non-workers as well as the workers.

Tuberculosis. There were 722 new active cases of tuberculosis reported this fiscal year as compared with 645 last fiscal year (1961-1962).

Arizona is leading the continental United States in the tuberculosis case rate and the Division of Tuberculosis Control is still battling this lead.

Venereal Disease Control. There were 813 reported cases of syphilis in fiscal 1962-1963. This represents a decline in total syphilis of 5.4% from the previous fiscal year.

Significantly, there was a 38% increase in the number of reported cases of primary and secondary syphilis (182 as compared to 132). However, this increase was more than offset by the decline in the number of reported cases of early latent, late latent and late syphilis.

Nineteen cases of congenital syphilis were reported. This represents no significant change from the eighteen reported a year ago.

A total of 2,931 cases of gonorrhea were reported in fiscal 1962-1963, representing an increase of 3.6% over fiscal year 1961-1962.

A total of 51 cases of other VD (chancroid, granuloma inguinale and lymphorgranuloma venereum) were reported, representing an increase of 100.13% over the previous year.

The number of reported cases of early infectious syphilis in fiscal 1962-1963 totaled 317, paralleling the number reported the previous year. However, the distribution of cases by stage changed radically. During fiscal 1961-1962, 41.6% of the reported early infectious syphilis was primary and secondary syphilis. During fiscal 1962-1963, 57.4% of the early infectious syphilis reported was primary and secondary syphilis. This increase in the reporting of syphilis in its two earliest stages is a reflection of the increased emphasis that has been placed upon the epidemilogic follow-up of such cases.

The following table compares Arizona and United States case rates per 100,000 civilian population:

	Total Syphilis	Total P & S	Total Gc
Arizona	55.0	12.3	198.0
United States	34.1	4.5	38.6

Continuing is a county by county breakdown of the total number of venereal disease cases reported to the State Department of Health. As in past years, Maricopa, Pima and Pinal counties accounted for the largest percentages of both early infectious and total syphilis.

It is reasonably evident from these quotations that there are certain basic health problems in Arizona. A further examination of the Annual Report indicates heavy concentration of these basic health problems in the areas associated with migrant and marginal agricultural labor relationships although no exact figures can be quoted. The need for health education was stressed throughout the Annual Report which indicated that any educational program proposed for migrant and marginal agricultural labor groups should include health education for workers and their families.

No better illustration of both the problem and the need for health education in the group can be found than in the statement of Dr. Donald Harting, Chief of Program Development, Branch United States Department of Health, Education and Welfare. He said at the Western Interstate Conference:

> Rampant diarrhea among babies, especially at certain seasons, and lack of access to hospitals are common complaints among those migrant families who recognize diarrhea as an illness requiring medical care. Others, however, fail to understand that diarrheal disease is a major cause of death among young infants. They persist in caring for it by home remedies because they have not yet been educated to accept it as a condition requiring modern medical care. (18:20)

The U. S. Department of Health Activities. One of the interesting and suggestive experiments in the health field has been conducted by Dr. Raymond Kaufman in Maricopa County, from the Glendale office during the past year. Interviews from Dr. Kaufman have yielded certain pertinent information relevant to our basic concerns. The following quotes indicate Dr. Kaufman's informed reaction on the health and other situations among migrants and marginal agricultural workers. (9)

> It still is somewhat of a pilot program because we haven't had this type of a program in the country on a very large scale basis but I know, working in Palm Beach county, we had one of the first programs there and they had another pilot program with the migrants in Fresno, California, North Carolina, Monmouth County, New Jersey, in which these mobile units were used. In public health this is the only way we are going to reach people. We have one of two choices; we can either get the people to us, that is through motivation, or we can go to them. We give them some service initially and try to stimulate their interest thus motivating them to appreciate what we can do for them so later on they seek medical care earlier and we can take care of some of their social and health problems.
>
> In the first place, I saw a need in this particular area and I love to work with people. I think this is where we should be putting forth our major efforts because our problems are not with the community so much any more in public health. The people living in our highly civilized communities have the benefits of education, hospitalization and welfare services. They are not the people who are prone to let these problems arise and exist for years before they do anything about them. Our problem is really out in the "boondocks", or out in the "sticks", in the rural and fringe areas of the major urban centers where people are simply not being reached. They are the ones who are going to create the

major health problems. T.B., V.D., and diarrhea infections will be found in this group and we've got to help them.

In this group where you have poor environmental setting, sanitation, hygiene and malnutrition, the odds are against you. These children are going to have brain damage in delivery. In lots of cases the babies just drop out on the floor. They don't even go to the hospital for delivery. The mother often dies because of these unsanitary conditions. This is being changed somewhat. We found in Florida that 96% of the migrant women had hospital deliveries. Before this it had been midwife delivery and many problems stemmed from these. Now women come in for prenatal checkups and if they are undernourished, we give them vitamins.

In our particular clinic here we had 158 white patients, 612 Latin American, 84 Negro, and 99 Indian. This was out of a total of 953 patients we've seen since the period of April 27th to September 1st. In the previous months from November 20th, when the program got under way here in this county, up until April 27th, we saw 1,053 patients; 630 single individuals and 323 married. This shows that two-thirds of the patients are children or young adults and one-third are adults. We are pushing a little public health service card which has information on it very vital if the person goes to a private doctor. It shows what treatment he has had in the clinic. It shows blood type, urinalysis, whether the patient has had chest X-ray, been treated for congenital defects, etc. We've passed out 953 of these health cards; one to every patient these last four months. We had not found one person with one of these cards. Many patients are eligible for county hospital services even on an emergency basis. This helps a lot because this has always been our big problem. Not being able to get hospitalization for them. As far as medication was concerned, we actually treated 774 patients and only 179 didn't get some type of vitamins, immunization, or something on that order. You can see the tremendous impact this type of program will have on a community. If we can get everyone to get a check-up just once in their lifetime and we could detect defects they had at that time, do a little health education and get them straightened out to where they could stand on their own two feet, then they can move on.

One thing I've felt was a basic need after I'd worked in Florida several years and compiled data such as we have here is a clinic. This tells us we're reaching a certain number of families but I want to reach total families. As long as that family has an unmet need, if the father has T. B. or the mother is sick or pregnant, or some child has an infection or needs immunization, this is all part of our basic goal. When we started this program here in January of 1964, I told the nurses to be sure and ask the patients how many members were in the family and do they have any other problems. We want to get everyone into the clinic and I think we've had pretty good success in reaching the major portions of the family with the exception of the father because he's usually working.

A lot of our communication is two-fold in that we not only give them the leaflet but we spend time in getting Spanish and Indian interpreters to take the time to explain the importance of the schedule. About 95% have followed up on medications they have taken and come back for check-ups and they've gotten well so our communication system is very effective.

A number of questions were posed to Dr. Kaufman to obtain his point of view on certain relationships. When asked how the problems of migrants compared to economically and culturally deprived groups in such areas as South Phoenix, he said, "From what I've seen in South Phoenix and what I've seen in the migrant area, it's about the same. In a lot of instances in South Phoenix some of the housing is deplorable. Of course, the water supply is better because they do have the city water supply and they are not drinking out of a well. Also the toilet facilities are a little more accessible but they still have a lot of outdoor privies. This problem is the same."

When the question was posed concerning the resettlement tendencies of migrants he said, "One of the problems we're finding as opposed to the Eastern United States where there is still plenty of employment for the migrants is that out here they are beginning to settle down. They don't migrate. They are settling down to some type of agricultural employment on a permanent basis. They become farm hands rather than true migrants."

The question of his estimate of the number of migrants in Maricopa County was also posed. He said, "We do it by camps and there are something like 212 camps. That's the latest we have in the way of statistics on those camps but I think as far as we could determine the latest report we have from the Farm Labor group was that we have about 10,000 migrants."

In a discussion of the relationship of migrants to the bracero program he said, "Now if the bracero program actually goes out in December, we're going to have to fill that gap with a group of domestic migrants and possibly the reason for the increase is that the growers have anticipated this. Some of the sanitarians have indicated that many of the growers are sitting and waiting till this actually takes place and then they will make plans to fill the gap."

In a series of questions and answers, the bracero relationships were further pursued with Dr. Kaufman.

Q. Do you think that certain large farmers may be taking advantage of this bracero program?

A. "I think they are and I think it's a shame because we will never meet the needs of individuals in the United States as long as we continue to overlook our local population and go outside the country for farm labor because the braceros can always work cheaper than Americans. They eat differently so they can."

Q. In the way of facilities, would there be quite a drastic change in these large camp areas that handle braceros right now? In other words, they aren't designed for family living are they?

A. "No - they are barracks type buildings and they are not individual units.

Q. Then this would mean three or four times the facilities they now have?

A. "All they'd have to do is what we did in Florida. Start putting partitions all the way across the buildings and then lengthwise down the middle and you set up three rooms. You should see the difference between the bracero housing and that of the migrant. There is no comparison. The migrant shacks are such we wouldn't put our animals in them."

Q. In other words the bracero is better off than the migrant?

A. "Much better off. They have showers, good kitchens and facilities, etc. This gives us a comparison standard. I imagine the bracero program is far off from the living standards we have and yet they are so much better off than the migrant."

Housing

The principal reports and the several interviews with key persons involved, dealing with migrant and marginal agricultural labor in Arizona usually related in some manner to the problem of housing the workers. The 1964 Arizona Post-Season Farm Labor Report of the Employment Security Commission states that "The most serious recruitment problem has been and continues to be the shortage of a sufficient number of family type housing units." (7:16)

Reporting at the Western Interstate Conference on Migratory Labor in Phoenix in April 1960, Richard Salter, Chief of Farm Placement of the State Employment Security Commission said: (18:25-27)

> We all know that each state has its own problems concerning migratory farm labor, and it should be understood that any statements I make concerning housing and transportation apply basically to Arizona.
>
> We have found in recruiting migratory farm workers through the State Employment Service Annual Worker Plan, that the lack of suitable housing has been a deterrent. We know from statements made to our out-of-state recruiters that more qualified, experienced farm workers would come to Arizona during the fall months if we could assure them housing would be available on their arrival.
>
> In 1957, the Arizona State Employment Service conducted a farm housing study in Maricopa County. This county has more diversified crops and a larger local labor force than any other agricultural county in the state. At the risk of boring

you with figures, I will attempt to build a background picture.

Approximately 1,500 farmers in Maricopa County hire farm workers, and of these farmers, approximately 800 hire seasonal migratory farm labor. Field workers in the housing study determined there were 192 on-farm camps in the county. Forty-one camps were utilized by foremen, year-round and non-farm workers, with the balance, 151, available for migratory workers. It was found that there were 1,452 structures in the 151 camps, and of these, 167 were dormitory or barracks type.

Broadly speaking, we considered that approximately two-thirds of the camps would meet the housing standards suggested by the President's Committee on Migratory Labor. Health services, child-care facilities, recreation facilities and religious services were found available in something less than one-third of the camps.

We found that 68 per cent of the farms with camps had facilities to provide for the workers necessary for peak operations; 32 per cent were unable to house all the workers needed at peak employment. These farmers depended on drive-out crews to get the job done.

The study uncovered the fact that the great majority of the domestic migratory farm workers pay rent for urban housing scattered throughout the country. They arrived on the job each day in their own vehicle or had been picked up in town by a farm truck.

At the end of November 1957, it was estimated that the total number of seasonal farm workers employed in the county was 26,600. The total number of these workers occupying the camps was 9,800. At least 16,000 domestic seasonal farm workers rented urban housing. Let's look at the work force in the 151 camps. There were, in round figures, 10,000 workers, of whom 82 per cent were contracted Mexican nationals, and 18 per cent were domestic workers. Of the total number of persons living in the camps in the domestic migratory group, only 70 per cent were workers. The other 30 per cent were children under 16 years of age and older non-workers. These non-workers are a factor that must be recognized in any consideration of on-farm housing.

You might be interested in the composition of the migratory work force. Workers came to Arizona from 30-35 states. Approximately 45 per cent came from Texas, and 23 per cent from California. About two-thirds of the in-migrants in the past have been free-wheelers, having no prior contact with either farmers or employment services. One-third have had jobs lined up before arrival, and of these 80 per cent had jobs lined up that included housing. The free-wheelers as a group pose a problem in that many arrive in an area earlier than needed in order to obtain housing but find no work at that time.

One question put to workers in the study concerned their housing preference. These were the answers: 33 per cent of the workers preferred urban housing; 18 per cent preferred small camps holding less than 50 workers; 14 per cent preferred large camps holding over 50 workers; 13 per cent preferred government camps; and 22 per cent were undecided.

Farmers were asked questions as well as workers and here are two of the questions pertinent to our discussion today.

Question #1. "What factors will influence farmers against building or expanding camps in the next few years?" "Mechanization, high building costs, low farm income, fear of undue influence and regulations by government and labor unions, and availability of local workers who do not require on-farm housing," were general statements made by respondents.

Question #2. "What can be done either through private or public means to encourage construction?" The majority of the respondents believed that government financing with a low interest rate and faster tax charge-off would be beneficial. A few expressed the idea that the grower association should encourage members to provide better housing for a better net return. Unfortunately, replies to this latter question were limited in number.

In spite of the picture just painted, housing deficiencies do exist. Dilapidated structures, inadequate sanitary facilities, lack of beds and bedding, fire hazards, unsafe camp grounds and lack of health services affect the health and welfare of many migrant workers. The problem is serious.

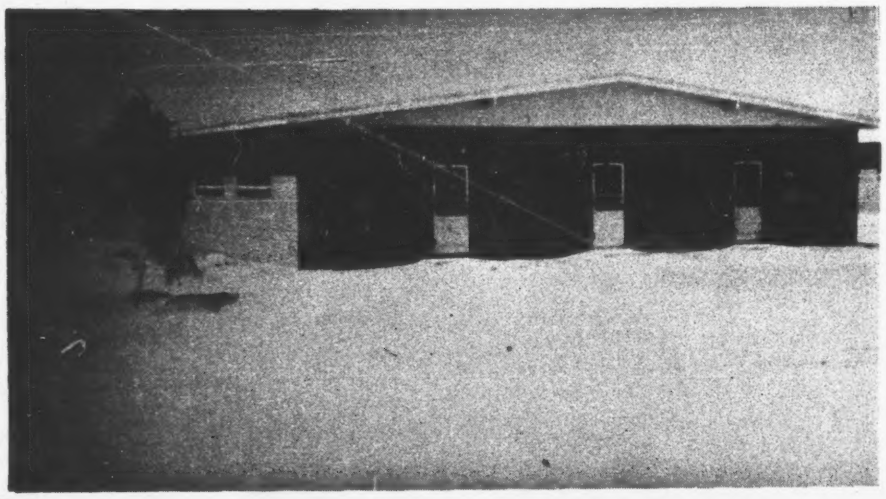
As you may see from the figures given you, family housing in Maricopa County is in extremely short supply, and other agricultural areas of the state are in the same condition. House trailers and simple portable structures might be considered as one means of improving the supply of on-farm housing. Mechanization will have an impact. One highly successful vegetable farmer has told us that in a few years crops will be harvested mechanically in the fields and packed or processed in refrigerated, dust-free sheds, resulting in a better product but utilizing fewer workers. However, until that day arrives, the migrant and local farm worker will need shelter suitable to human dignity.

No better representation of the housing problem can be made than through pictures of the range of housing facilities currently being used. The several pictures which follow demonstrate the housing conditions.

In talking with a City Manager in an area with agricultural employment concerning his problem, he said, "The most serious is the housing of migrant and marginal agricultural workers."

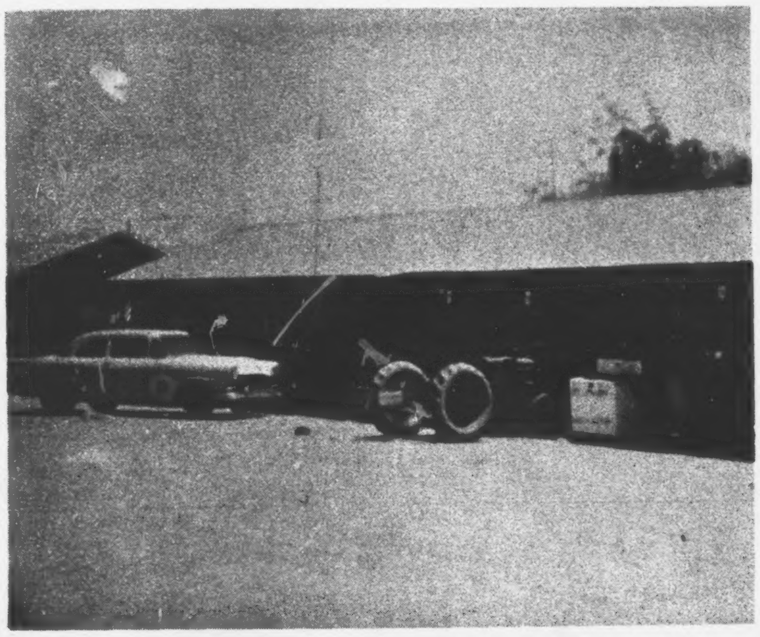
We can well agree after visiting and photographing some of the housing

HOUSING

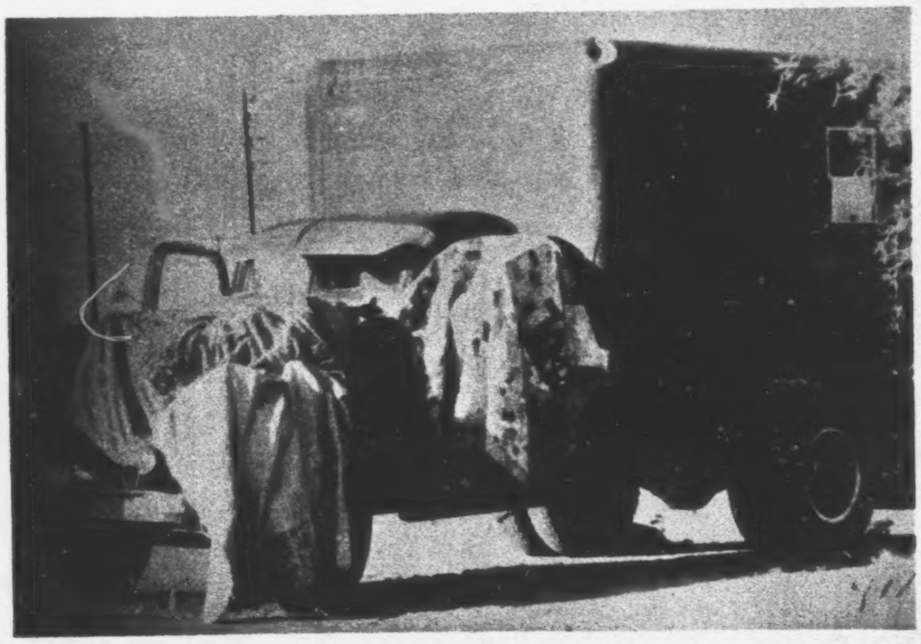


Good housing - "Farm labor housing at its best," Harquahola.

Very poor housing - Many migrants live unde such conditions, Buckeye, Arizona.

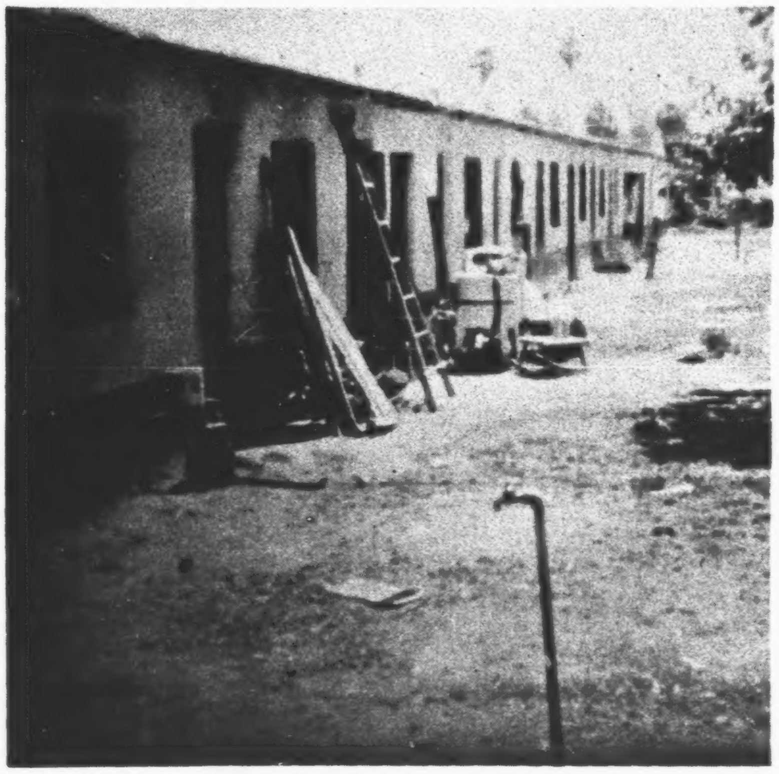


Average housing - "Typical migrant housing."

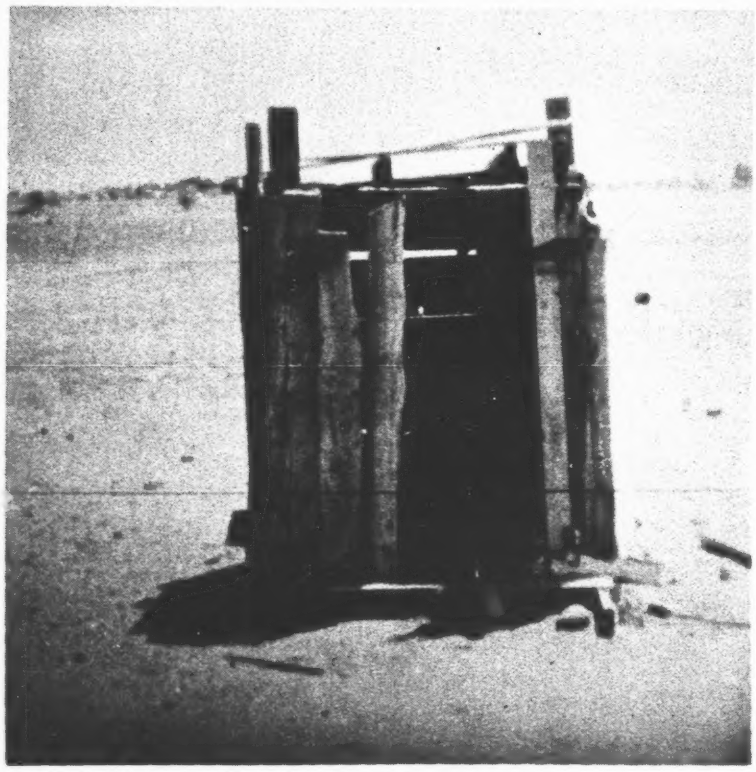


Poor housing - " A migrant home on wheels," Avondale.

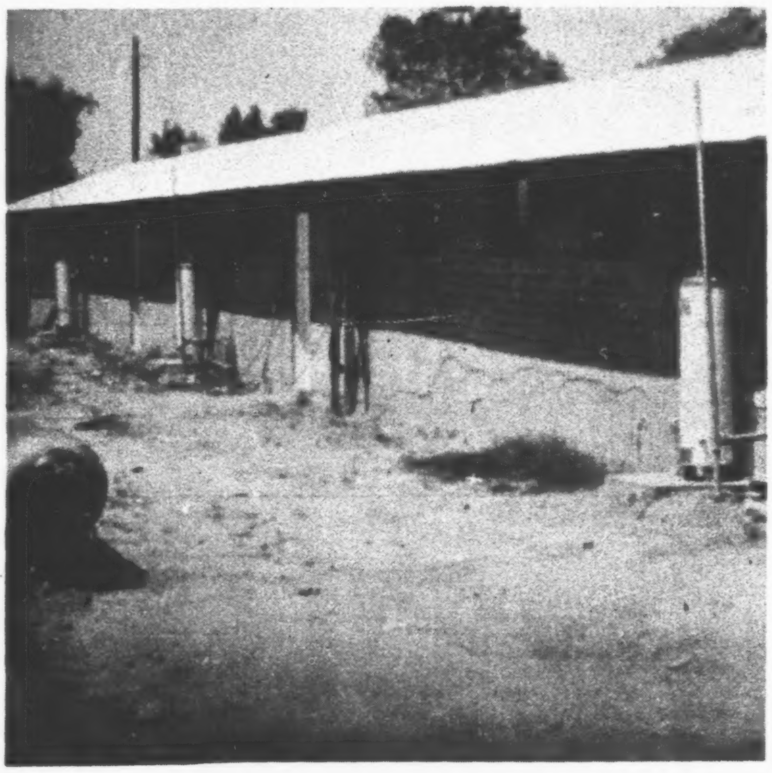
HOUSING



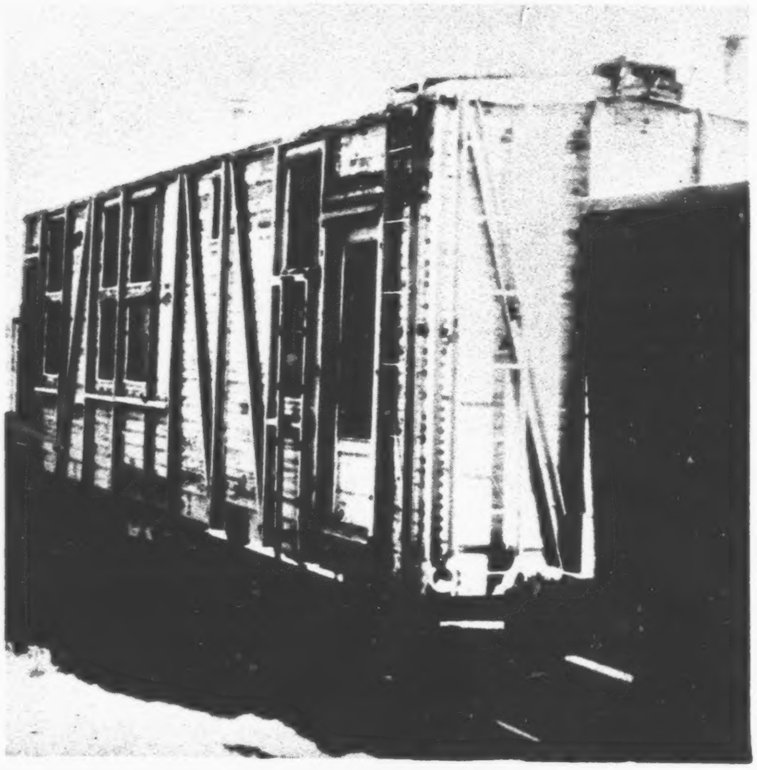
Average housing - "Migrants live under these conditions in most areas." Queen Creek area.



Poor sanitary condition and no privacy with this outdoor toilet. Buckeye-Avondale area.



Fairly good housing - Buckeye area.



Poor housing - "A migrant home on wheels, Buckeye."

in his area. Some of it was so bad that it was condemned. The owner was ordered to "move" it. He did -- he simply turned the same shacks, without any repair or renovation, to face in a different direction!

Economic Considerations

The problems of farm workers generally are related to the fact that they have the lowest wage rates and total earnings and the highest unemployment rates of any group in the United States working force.

> The average total income for all farm workers (excluding casual workers employed for less than 25 days) has varied little in the past three years. Their income from both farm and non-farm work was $1,125 in 1960; in 1961 it had dropped to $1,054; and in 1962 it rose again to $1,164. The average earnings of migrants in 1962 were $874 from farm work, and $1,123 if non-farm work is included. (10:5)

These national figures for all farm workers comparable to the figures for Arizona drawn for the 1960 Census indicate that the state median earnings of farm laborers and foremen is $669 and that only 16.2% of the farm labor force worked as much as 50 weeks during the year. This was the lowest median wage for all of the labor force in the state.

Arizona State labor authorities say that the state compares "favorably" with the other Western states, but the census figures cause some doubt in such estimates. Sloan in a speech at the Western Interstate Conference on Migratory Labor in Phoenix in 1960 said: (18:17)

> Earnings of migrant farm workers in the western region averaged $1,232 for 158 days of farm work during 1957. The average migrant earned another $222 for 28 days of non-farm work. From these relatively low earnings, most migrants had to pay the cost of transportation. Substantial underemployment is indicated by comparing the 186 days of work put in by migrants with the potential 250 working days during the year. However, migrants in the West had higher earnings and a longer duration of employment than migrants in other regions in 1957.

Welfare workers in the State estimate that the earnings of farm laborers in the state range from $1200-$1400.

From all these figures it is clear that the farm laborer and more particularly the migrant earns far less than half the $3000 annual income figure that has been frequently used as a line between abject poverty and low economic subsistence for families.

The earning situation for migrants and marginal agricultural workers coupled with the fact that the jobs due to the trends in mechanization are actually disappearing creates a situation that borders on chaos.

Another way to look at the wage problem in agriculture is to compare hourly rates. Agribusiness and Its Workers (10:38) presents these 1960 figures.

All manufacturing	$2.29
Lumber and Wood Products	2.03
Canning and Preserving	1.81
Apparel and Related	1.56
Laundries	1.22
Agriculture	0.82

At best agricultural workers are only "part-time" workers. Their enforced unemployment due to the seasonal and other aspects of employment in agriculture results in all farm workers working only 137 days. Migrants worked even less, approximately 116 days. (10:5)

Migrant workers have their net earnings reduced by the costs of travel and the loss of time in travel.

In summary it may be noted that the entire farm labor force exists in an abject poverty level and the migrant group is the lowest rung of this disgraceful situation in our society.

Education

Data for Arizona within the area of the relationship of education of the migrant and marginal worker in agriculture is very sparse. It is believed that the situation in the State is comparable to the nation as a whole and particularly in the Southwestern United States, influenced as it is by the Spanish-American and Mexican culture. The highlights of a special study by the Bureau of the Census yield the following:

A. All farm wage workers, 1960.

1. As of February 1961, 58 per cent of all persons who had done any farm wage work in 1960 had completed 8 or fewer years of school; 15 per cent had completed fewer than 5 years of school; and 14 per cent had at least a high school education.

2. As in most other occupations, older workers had the lowest level of education. Farm wage workers 45 years of age and over averaged 6.2 years of school completed.

3. The educational level of the hired farm working force in 1961 was considerably below that of the general population in 1959. For example, in 1959 half the general population aged 25 to 44 had completed high school, whereas half of all farm wage workers in the same age group in 1961 had failed to complete grammar school. (6:1)

The median years of school completed by male farm workers 18 years of age and older was 7.6 years in 1940 and 7.7 years in 1959. (10:1) A significant fact from this statement is that there has been no essential change in approximately 20 years in the farm labor group whereas in the country as a whole the median number of years of school completed by all employed males in 1940 was 8.5 and in 1959 was 11.0. (10:6)

The relative disadvantage of the farm labor groups has become more pronounced in the last 20 years. The migrant group is at an even greater disadvantage. The average number of years of schooling completed for this group is only 6.9. (6:7)

The relationship between the number of years of school completed and earnings can be demonstrated. While only minor differences occurred between educational categories in average days worked, but average daily earnings for farm work were closely associated with a greater number of years of schooling. For example, workers with some high school education earned about 70% more per day of farm wage work than did functionally illiterate workers, and 28% more per day than persons with 5-8 years of school completed. (6 :14)

It is difficult to separate statewide census data in a manner that will actually reveal the true educational and literacy levels for special groups in the State. If one notes, however, that the 1962 Arizona illiteracy rate was 11.7% for adults, the significance of the total problem may be noted. The migrant and marginal labor group is very heavily Spanish-American and Mexican in background. The Spanish surname study in Arizona for 1960 indicated that there was at least 25% illiteracy in this adult group over 25 years of age and that 66% had less than a seventh grade education.

The total adult educational task for the entire population of the state and particularly for those with a Spanish and Mexican background is clear when such data are considered.

C. Implications for Educational Programs for Adult Migrant and Marginal Agricultural Workers

The foregoing discussion of problems associated with migrant and marginal agricultural workers suggests several types of programs of education.

Brice points out that plans should be based on the broad philosophical concept of encouraging (1) leadership among migrants in helping them to solve many of their own problems, (2) development of cooperative relationships between the school and other community organizations and agencies interested in the problem, (3) citizen participation in programs of mutual benefit and (4) concern for citizenship rights and obligations of the migrants. (3:15)

The literature bearing upon the subject usually stresses the need for education for effective functioning as a good citizen and producer. This point of view leads directly to suggesting provisions for literacy and basic education since this is a pervasive and persistent problem in migrant and marginal agricultural labor groups. The problem of language is frequently a deterrent and should be dealt with as a part of the basic education program.

Other areas of education generally recommended which grow out of the problem areas affecting the groups are (1) work skills and these should include agricultural and industrial skills, (2) homemaking skills, (3) health education, (4) child care, and (5) economic education of a practical and useful type.

The problem of migrant resettlement, that is the "settling down" process which is a growing trend, must not be over-looked. This suggests for the adult education planners more attention in the programs for migrants and marginal workers to community adjustments, including attention to issues related to acculturation, use of community resources, and to the community responsibilities.

The role of the public school in relating the education of children to adults is inescapable and presents one of the principal opportunities to help both groups.

The possibility of relating many aspects of adult education to helping the young children of such groups is also quite apparent. The relationship of pre-school and kindergarten activities to education for child care, health education and homemaking education is clearly an opportunity as well as psychologically sound based on the known influence of the early years of child life on the characteristics of adults.

While the general components of adult educational programs for migrant and marginal agricultural workers are generally known, it does not relieve the educator of the responsibility of local planning to involve the people to be served and especially to meet local conditions.

D. Suggested Research Opportunities as Related to the Arizona Situation

The following are some suggestions for research and developmental activities that seem to be particularly applicable to the Arizona situation.

(1) A developmental project that will lay the foundation for local, state and federal cooperation and coordination in dealing with the problems of migrant and marginal adult agricultural workers.

(2) Research into the actual educational needs of migrant and marginal adult agricultural workers which will include:

- (a) levels of education, including literacy and language relationships
- (b) work skill needs and procedures for providing them
- (c) effective methods of teaching in such areas as health education, child care, homemaking and economic education

(3) Demonstrations of coordinated community and regional programs to deal practically and effectively with the adult education of migrant and marginal agricultural workers.

(4) Case studies of typical family situations to discover the total situation (whole person approach) confronting the migrant and marginal agricultural worker.

(5) Studies of the problems that result from shifts from migrancy to the marginal worker relationship, especially as related to urban resettlement.

(6) Studies of similarities and differences of the problems discovered in (5) in connection with groups of different races, ethnic origin, occupation, education, etc.

(7) Relationships of the public school to the migrant and marginal agricultural worker as related to his children.

(8) Value concepts of migrant and marginal agricultural workers, with the view to relating them to the solution of the problems confronting them.

(9) The relation of delinquency to shifts from migrancy to more permanent living relationships.

(10) Adjustments (by the migrant groups and local residents) in the neighborhoods and communities where appreciable numbers of migrants are resettling.

(11) Adaptation of churches, community service organizations, welfare agencies, and employers to the resettlement of migrant and marginal agricultural workers.

(12) Demonstrations of school programs designed to serve the children of migrant and marginal agricultural workers, that will take into consideration

problems such as the following:

(a) problems of retardation
(b) language relationships
(c) limited past and current attendance
(d) adaptation to the school situation
(e) home and school relationships
(f) teaching methods and materials best adapted to such schools
(g) teacher preparation, both pre-service and in-service best adapted to teaching in such schools.
(h) longitudinal follow up studies of children from families of migrant and marginal agricultural workers

(13) Preparations of guides, handbooks, manuals and other educational materials resulting from successful experimental and demonstration schools.

(14) Citizen and community participation studies that will determine adaptation to local situations by migrant and marginal agricultural workers.

PART I

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PART II

THE MARICOPA COUNTY REVIEW

A. Overview of Migrant and Marginal Labor Agricultural Employment in Maricopa County

Upon conducting a preliminary survey, it was decided that Maricopa County would provide the best data on all varieties of the marginal and migrant agricultural labor force in Arizona. Maricopa County covers a total of 9,266 square miles or a surface equal to the combined area of Connecticut, Delaware, and Rhode Island.

Within this large county, a total of 509,400 acres were cultivated and planted in crops in 1963. This almost equals one-half of the 1,165,800 acres of cropland for the entire state. Maricopa County has more acreage than any other county devoted to five of the six major crop areas. These crops are as follows: alfalfa, citrus, cotton, grains, and vegetables; only in citrus is Maricopa County slightly surpassed. The map on page 49 outlines the agricultural area of the county. These data indicate the demand for agricultural workers in Maricopa County. (17:42-43).

Demand for Agricultural Workers

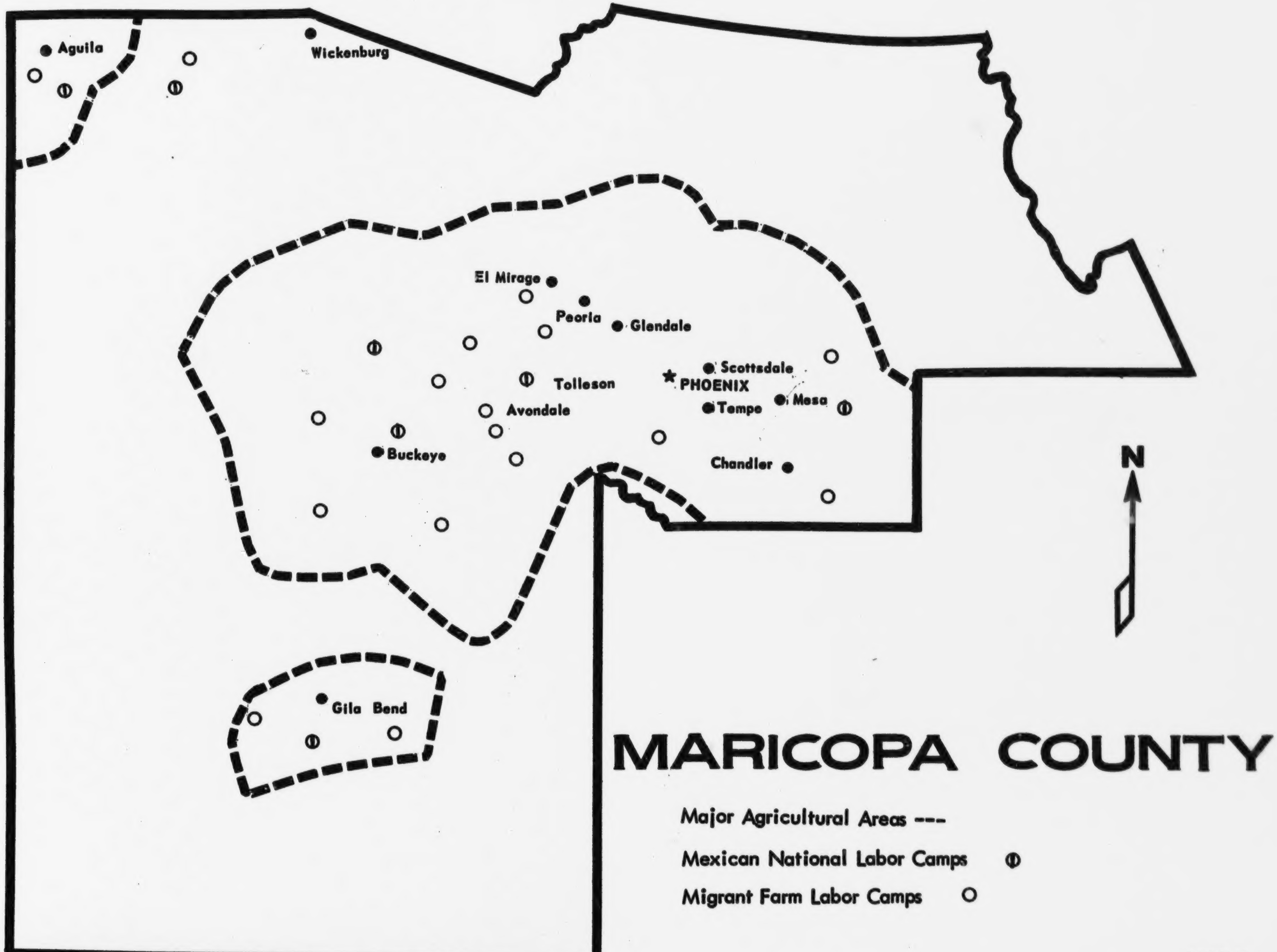
Along with other widespread machine application in the present and past decade, and even in the force of impending mechanization, it seems fairly certain that the county has an established need for approximately 25,000 seasonal agricultural workers. This figure has become a constant one with little fluctuation since 1960. The prediction is that the farm labor need will remain somewhat constant for the next ten to fifteen years. This projection is shown on Table IV on page 50. (18:42).

Table IV (18:42) shows an interesting growth rate in the county for all areas of employment except agriculture. As one can see the economist's projection is for the agricultural employment to remain at 25,000 workers from 1958 to 1980, whereas most other employment areas are predicted to double or triple their working force during the same period. It appears that the trend of the agricultural labor market is following the projection fairly close.

Within the county more than twenty-five different crops of many, varieties, are maturing at different times during the year to provide a continuous demand for seasonal labor. The Crop Activity Timetable on page 51 exemplifies the perpetual need for farm laborers. Some crops are more important than others in the way they affect the agricultural labor force and its contribution to the county's economy. Cotton, citrus, and vegetables all require sizeable labor forces during their harvest seasons. Cotton and lettuce will be used as examples of the several crops.

Cotton Crop

The cotton harvest demanded the picking services of 48,500 people at



MARICOPA COUNTY

Aguila
Wickenburg
El Mirage
Peoria
Glendale
Scottsdale
PHOENIX
Tolleson
Avondale
Tempe
Mesa
Buckeye
Chandler
Gila Bend
N
Major Agricultural Areas ---
Mexican National Labor Camps
Migrant Farm Labor Camps

MAP II.

TABLE IV

EMPLOYMENT BY MAJOR ECONOMIC ACTIVITY, MARICOPA COUNTY FOR SELECTED YEAR 1940, 1950, 1958, 1965-70, 1975-80

Economic Activity*	1940 Census	1950 Census	1958 Estimated	1965-70 Projected	1975-80 Projected
Agriculture (incl. seasonal workers)	12,200	13,800	25,000	25,000	25,000
Contract Const. and Mining	3,700	9,900	17,000	29,000	41,000
Manufacturing	3,900	10,000	26,000	77,000	117,000
Trans. & Public Utilities	3,300	8,500	13,000	20,000	26,000
Wholesale Trade	3,200	6,300	11,000	20,000	28,000
Retail Trade	10,000	21,200	37,000	63,000	88,000
Finance, Ins. & Real Estate	1,800	4,500	11,000	19,000	25,000
Service	10,600	21,500	31,000	55,000	78,000
Government (incl. military)	5,100	13,900	32,000	49,000	63,000
Industry Not Reported	700	2,100	-	-	-
TOTAL	54,500	111,700	203,000	357,000	491,000

---

* The 1940 & 1950 figures are for April; the estimates and projections are monthly averages.

Sources: 1940 & 1950 - U. S. Bureau of the Census; estimates for 1958--Western Business Consultants, Inc., with the aid of the Employment Security Commission of Arizona; projections - Western Business Consultants, Inc.

CROP ACTIVITY TIMETABLE

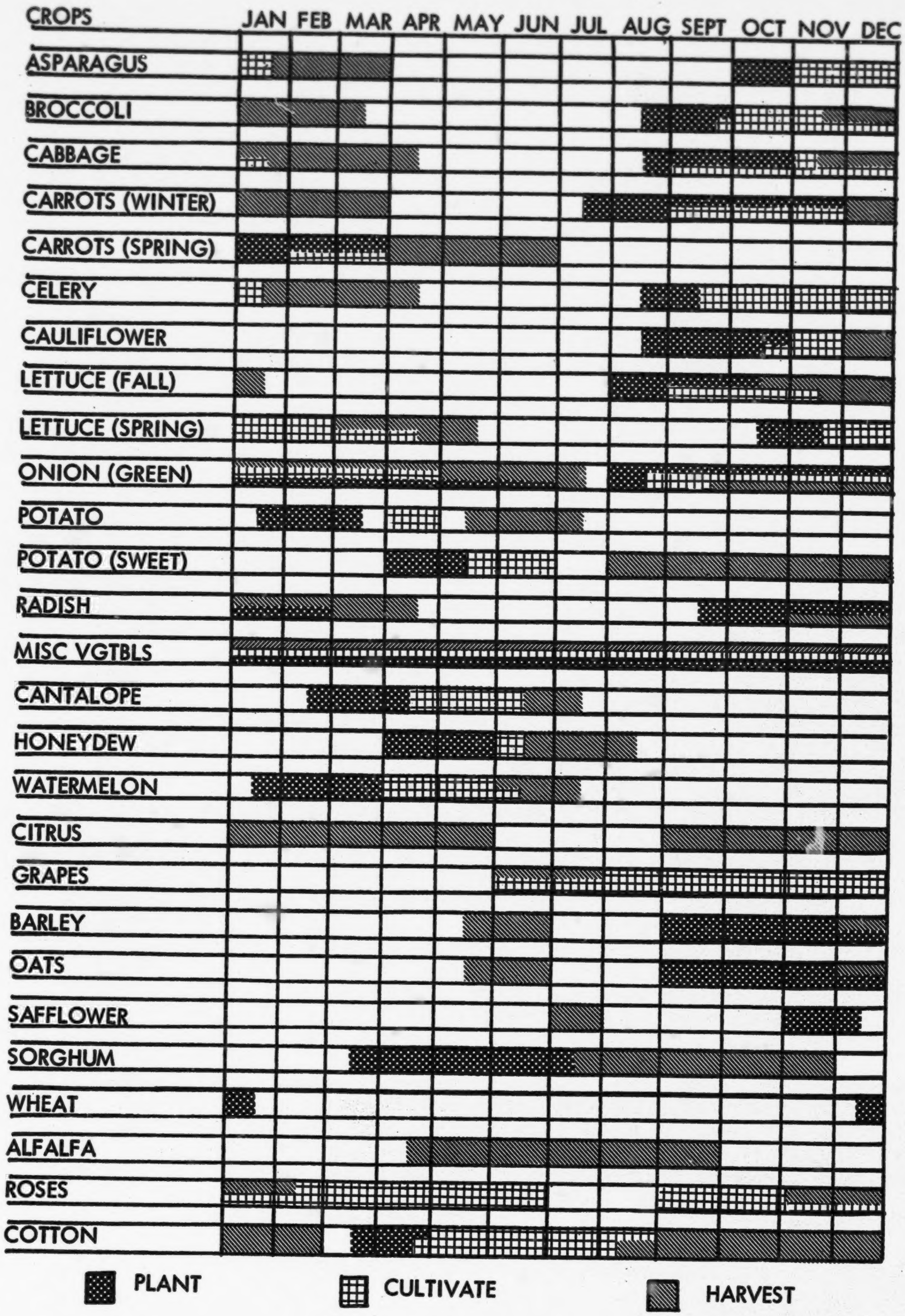


CHART III.

FARM ACTIVITY CHART

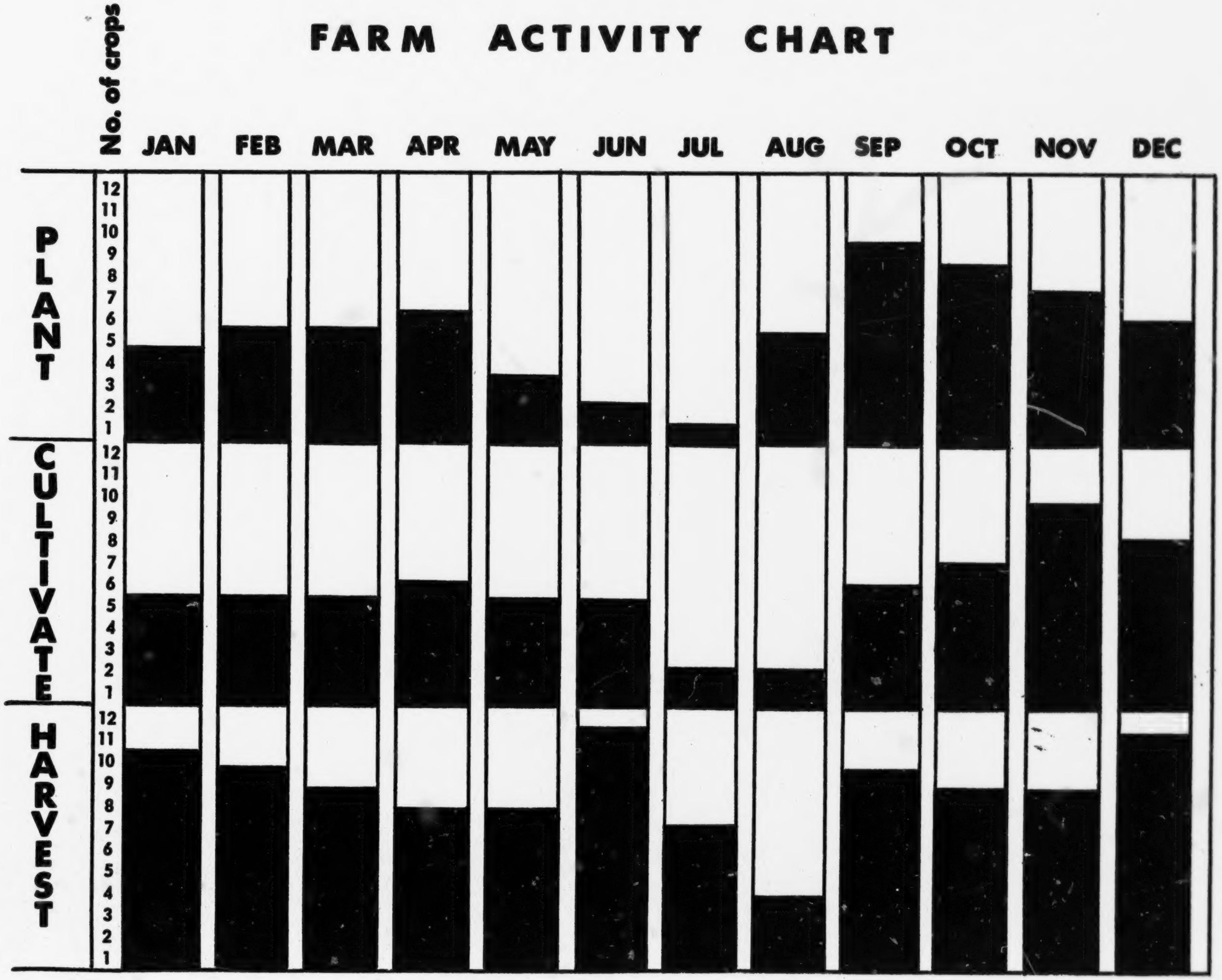


CHART IV.

peak level in 1952, and now requires only a small fraction of this number, due to mechanization. The total number of workers used in cotton has diminished, with more than 95 per cent of the crop being machine harvested. While the entire seasonal force has dropped as a result, cotton still uses a significant number of seasonal workers. The three year period of 1958, 1959 and 1960, which brought the cotton crop under machine control, has been followed by a period of leveling off in farm labor force for the years of 1961, 1962 and 1963. This leveling off tends to lend weight to the prediction that the labor force will remain constant as cited earlier. Eventually, almost the entire activity in the cotton crop may be done by machines, and at such time the labor force in this area already having dwindled, may possibly be absorbed in the other types of farm activities.

Viewing cotton's gross income to the state's economy for the period of 1960 to 1963 and the resulting production costs and profits, a comparison can be made as shown in the following table: (17:42-44).

	Arizona Cotton Income	Acres Planted	Dollar Yield/ Acre	Total Farm Costs
1960	$149,535,000.00	426,095	$351.	$323,500,000.00
1963	$183,000,000.00	387,000	$473.	$366,400,000.00
		Increase = $122/acre or 34.5%		

As the total income from cotton is greater than the cost of production by about 20%, it is fair to assume that the farmer made somewhere in the neighborhood of $70.00 more per acre above his costs in 1963, than he did in 1960. In addition to this it might be important to note that Arizona cotton production is 1048 lbs. per acre compared to the national average of 524 lbs. per acre. (17:42-44)

However, the migrants and marginal workers are not sharing in this good fortune on the part of the farmer. Although wages have increased in nearly all areas of the economy, the cotton picker is still being paid at a rate which is below that paid a decade ago, even ignoring inflationary influences.

Lettuce Crop

Truck farming is a thriving business, lettuce alone providing an annual income of $54,332,000 in the state, with nearly one-half of this being produced in Maricopa County. The growing and marketing of lettuce in Maricopa County has been an expanding activity for a decade, and the lettuce industry during this period has experienced numerous changes. Methods of packing have shifted from packing shed, to field pack, and harvesting is now being conducted by machine crews as well as ground crews. In addition to these, the lettuce crop is now providing both fall and winter harvesting due to the development of new strains of lettuce. (17:42-44)

The fall lettuce harvest period for 1961-1962 required 4,911 workers at peak employment in Maricopa County, and the spring harvest used 4,910 workers during peak employment. These workers were used in ground, piece rate, hourly rate, and machine crews. (7:2).

Mexican nationals comprised about three-fourths of the total working force in lettuce. The ground crews were comprised of 82 per cent Mexican nationals, the piece-rate crews were 69 per cent Mexican nationals, the hourly-rate crews 92 per cent and the machine crews 39 per cent.

The cost of harvesting the lettuce ranged from $.80 to $1.35 per man hour depending on the method of harvest and market prices. (7:6-7).

B. Problems Associated with Migrant and Marginal Labor Agricultural Employment

Removal of Mexican Nationals

If the use of Mexican nationals is discontinued at the end of this calendar year, many changes are expected in the handling of local agricultural labor. Temporarily this may increase the use of migrant workers in Arizona crops. The use of Indian labor seems predictable, especially if the hourly wage rate is improved.

Housing

One big factor involved in a transition from the bracero program is housing. Although the housing for Mexican nationals is in good condition there is not enough of it to house the migrants, especially families. This item alone would cost thousands of dollars to growers using considerable amounts of seasonal labor. The reason for this is quite simple. Single unit housing used for braceros will house eight to ten men whereas the same unit will only house one migrant family from which will come an equivalent of two or less workers. Presently where dormitories are being used to house hundreds of braceros, if they were to be converted into family units only a relatively small number of workers could be housed in the partitioned dormitories. The large growers are not planning toward a conversion of their Mexican national facilities, but are hanging on in hopes that at the last minute the bracero program will be saved in some way or a substitute found that will permit the use of Mexican nationals.

Housing Conditions. The problem of housing is a very serious one in most areas within the county. Aguila and Harquahala have some of the newer and better constructed housing, but much of this is being used for the Mexican nationals. If the farmer continues to pay low wages to his seasonal labor supply then he must continue to provide free or accessible housing for it. The worker in turn is forced in most cases, to use the sub-standard housing provided because he doesn't make enough money to provide better living quarters. Consequently, a vicious circle is developed with all parties suffering as a result. The worker frequently has little respect for the farmer's housing and in many cases removes fixtures and furnishings if any exist on the premises, and sells them to second-hand stores. As a result, good housing gets poor and poor housing becomes deplorable in short periods of time.

Even in the eyes of the worker, only 31 per cent of the housing was classified as good in a housing survey taken in 1957. The great majority of migrant and marginal farm laborers living in labor camps are not furnished beds, bedding, stoves, or cooking utensils. In contrast the Mexican nationals under Public Law 78 are guaranteed and provided all of these, as well as many other benefits.

Wages

The problems of the migrant are many and not all are due to the grower. However, probably the most outstanding problem of the migrant and marginal agricultural worker is one of making a living or a living wage. This problem can be attributed to the farmer to some extent as partially shown in the County Overview in section A. The wages paid to Mexican nationals are usually equal to or in most cases better than those paid to the migrant. The migrant worker can not live even on a substandard basis on the wages being paid. Whereas, the Mexican national receives his room and board for a nominal fee and is able to save his money to take across the border, where it will purchase more. Consequently, it is impossible for the workers to compete on the same wage scale. Many times a man working in the fields will make $3.00 to $3.50 before transportation costs are removed. In addition to this he will work short hours or not at all on days that the market is down for such produce, thus reducing this meager pay.

The migrant, his wife, and children make an average of less than $1500.00 as a combined total during the year. These figures when compared with the average wage earner in the non-agricultural force are tragically low, $1300.00 to $1500.00 for the migrant family compared to $5297.00 for non-agricultural workers in 1963. (17:17) A man and wife working in the non-agricultural area make an average of $10,594.00 annually. We know that there is a significant difference in educational level which leaves the migrant at a disadvantage--still there seems to be a gross inequity in the amount of pay given for the job involved in the agricultural area.

In 1950 the cotton picker made an income of $6.88 per day and in 1960 the average of all workers was $5.29 per day. The 1963 and current wages for cotton picking is $3.00 per cwt., which is the same as it was when average earnings of $5.29 per day were made in 1960. As a result, a man making $5.29 per day has to transport himself to and from the cotton fields, a distance which has taken him twenty-four minutes to cover one way, twice each day, either by maintaining an automobile or paying a part of his earnings to a labor contractor for transportation. (6:24-25) After deducting his travel expense, he has earned approximately $4.00 per day to care for, feed and clothe his family. If a worker were to be employed steadily, six days per week for 52 weeks out of the year, he would have approximately $1250.00 left after transportation is taken out. These figures reveal that the farm laborer working in the cotton fields in 1964 is being paid less than the same job paid in 1950. But the migrant doesn't work 52 weeks. He is lucky to be employed two-thirds of this time, which would put his earnings below $1000.00.

Working in lettuce provides a better wage than cotton or other vegetable areas. The hourly rate in lettuce averages better than $1.00; however, the current practice has been to use Mexican nationals for most of the lettuce work. (7:5)

$1200.00 to $1400.00 Income. The average income for a sampling of forty-eight families in the Avondale, Guadalupe, Buckeye, Harquahala, and Tolleson areas was from $1200.00 to $1400.00 annually for those working. Those who were not working but on the welfare list in the county were found to have a higher average of $1900.00 per year. Food costs alone amounted to $1300.00 per year for the average of the forty-eight families studied. The working migrant makes less than the welfare recipients. (14:1-3)

The migrant family averaged five children in a survey taken. When one tries to realize how $1300.00 to $1500.00 (in some cases less than $800.00) can feed, clothe, and shelter a family of seven the problem becomes insurmountable. (14:1-3)

Nutrition

One of the basic problems associated with low income is nutrition. A survey of migrant family nutrition was made by the Nutritionist on the staff of the Migrant Health Clinic. The following is a summary of the study. (14)

MIGRANT NUTRITION SURVEY

I. Sampling of 48 families in: (1) Avondale, (2) Guadalupe, (3) Buckeye, (4) Harquahala, (5) Tolleson.

1. Permanent Residents - 42
   Migrant Families - 6

2. Ethnic Background
   1. Anglo-American - 12
   2. Spanish-American - 27
   3. Negro - 7
   4. Indian - 2

3. Number of children per family - Average figures - 5 children/family

4. Number who speak English - 39 (12 Anglo families)
   Number who read English - 18
   Number who speak Spanish - 27
   Number who read Spanish - 8 to 10

5. Educational level of parents and workers - 5th grade

6. Type employment:
   Farm laborers - 29
   Welfare - 13
   Other - 6

7. Income Range - $1900/year including welfare people; $1,200-$1,400/year working

8. Groceries - Amount of money spent on food/week - $25.00 per week - approximately $1,300/year on food; $600 left for other/year.

9. Number receiving surplus commodities - 16
   Number not receiving surplus commodities - 32

II. General Purposes of Migrant Survey

1. To see what the most acute nutritional needs of the migrant families are.
2. To establish a base line to see where and how to proceed with the Migrant Program.

III. Report Thus Far Reveals:

1. Diets are mainly high carbohydrate foods, such as beans, rice, tortillas, potatoes, eggs.
2. According to the Basic 4, their diets are lacking in the milk group, in the meat group; protein is partially incomplete.
3. In the fruits and vegetables area--this group is sadly lacking. Vitamin C is low.

   In the bread group, ample amounts are consumed.
4. Families are not receiving sufficient amounts of: calcium, high-quality protein, vitamin A, vitamin C, riboflavin.

Calcium

- a. Those receiving surplus commodities do not utilize skim milk powder:
  - (1) in reconstituting without refrigeration it impairs flavor. Children refuse to drink it.
  - (2) Erroneous ideas of skim milk powder causing diarrhea in children. Discrepancy here is the method of reconstitution and the fact this is not treated as fresh milk.
  - (3) Suggestion to combine skim milk powder with tortillas not totally successful because the Spanish-Americans feel the skim milk powder causes the tortillas to be hard.

High-Quality Protein

- a. Mainstay of diet is beans. This is partially incomplete protein.
- b. Meats are purchased when funds are available. Ground beef and round steak are used.
- c. Eggs are consumed in large quantities, particularly in the mornings. This is their one good source of complete protein.

Vitamin A

- a. They do enjoy salads and vegetables, such as lettuce, tomatoes, carrots - but these are purchased only when money is available, mostly at the beginning of a pay period.
- b. Potatoes are eaten both for breakfast and supper. Preparation is usually always fried. They often have G.I. upset. Enormous quantities of lard are used for frying.

Vitamin C

a. Chili peppers are consumed on the average of once per week which gives them some supply of vitamin C but certainly not adequate for the recommended allowances. During citrus season, the supply appears to be ample.

Riboflavin

a. Lack of sufficient dairy products.
b. Concentrated sweets consumed in abundance by all the younger age groups. Very often these concentrated sweets replace the necessary nutrients for growth and development.

As a result of the survey the following recommendations were made:

1. Group discussions in clinics or in talks to groups.
2. Direct service in clinics.
3. Demonstrations of cooking procedures and food preparation incorporating surplus commodity foods in the diet.
4. Assisting public health nurses in relating good nutrition habits to the migrant families.
5. Working with church groups and community leaders to advance a program of basic good nutrition.
6. Develop materials to benefit these groups.

Use of the school lunch program is a definite asset for children who receive it daily. If they do consume the foods offered at lunch, at least they receive one good meal per day.

Dependability Questioned

The growers contend that seasonal labor is not dependable when large numbers are needed for short periods of time in such areas as the harvesting of lettuce and melons. Some of the answers offered to the grower as possible solutions to the moulding of a more dependable labor force are these: By offering competitive incentives and insuring the worker of full working days in terms of hours, better wages, and housing, adequate numbers of workers may respond. The Mexican national is now the most dependable in the eyes of the grower. (8:23)

Problem of Alcohol

Drinking poses a problem in the migrant group as revealed by recorded interviews with migrants, growers, and the Arizona State Employment Service employees. Although the earnings of these people leave little beyond food for sustaining life, usually a portion of this income is squandered in an effort to remove themselves from reality for short periods of time. A number of them result in "chronic drinkers" and some into "alcoholics." The effects of alcohol impairs the worker's ability to produce on the job and to report regularly for work. Due to such conditions the migrant and marginal workers become stamped as "undependable," "irregular," and "unproductive". Transportation and controlled housing removes the Mexican national from an excessive drinking problem as he is dependent on the grower for his travel to and from town. (1)

Lack of Laws and Enforcement

It seems that a general lack of local law and enforced control is a problem. This has generated a situation which leaves the migrant without protection, and he is neglected in many areas contrasted with the Mexican national who is amply covered by enforced federal law, is treated on a much higher standard, and provided for during his stay of employment. (11)

C. Living Conditions, Health, Welfare, and Education of Migrant and Marginal Labor in Agricultural Employment

Living Conditions

The conditions under which the migrant and marginal agricultural worker live are of a low standard. This was evident in the section dealing with housing, and will be exemplified further in viewing the sanitary conditions that exist in migrant labor camps.

Health and Sanitation. The general sanitary condition of the 276 labor camps that existed in Maricopa County as of December 1, 1964, were far from the legal standard expressed in the law, and enforced (attempted) by the Maricopa County Health Department. The legal requirements for labor camps as set forth in Arizona Revised Statutes Title 36, Chapter 6, Article 4, follows:

> 36-661 Purpose of article.
>
> The purpose of this article is to provide for the better protection of the public health of the people of the state and the better protection of the health of persons occupying labor camps, by prescribing provisions regarding sanitation and safety in respect to the establishment and operation of labor camps and providing for their supervision by the local, county, city or city-county health department, or if there is none, by the state department of health.
>
> 36-662 Definitions.
>
> In this article, unless the context otherwise requires, "labor camp" means any camp or similar place of temporary abode, established by or for the care of workmen engaged in construction, repair or alteration work on roads or highways, railroads, or in lumbering or agricultural operations, or in other industrial activities. A labor camp occupied by less than five employees, or a labor camp required to meet a public emergency, is subject only to 36-663, 36-782, and 36-673.
>
> 36-663 Location.
>
> Every labor camp shall be located on well drained ground near an adequate safe water supply.
>
> 36-664 Layout.
>
> The general layout of the labor camp shall be planned to facilitate frequent cleaning of the premises and to lessen fire, accident and disease hazards.
>
> 36-665 Water supply.
>
> A. Every labor camp shall be provided with a water supply of sufficient quantity to provide a minimum of five gallons

per person per day to the camp site at a rate of two and one-half times the average hourly demand, and be of a safe, sanitary quality, meeting the standards of the state department of health.

B. Cross or back-flow connections with contaminated water supplies or other possible sources of contamination are prohibited.

36-666 Toilets.

Every camp shall be provided with privies or with suitable toilets and with disposal systems meeting minimum health requirements of the state department of health. One toilet or one privy shall be provided for every fifteen persons or fraction thereof in the camp population. Privies shall be located at least one hundred twenty-five feet from any source of domestic water and shall at all times be maintained in good repair and in a clean and sanitary condition. No living unit shall be more than two hundred feet from toilet facilities.

36-667 Bathing.

Every camp shall be provided with an adequate supply of water for washing the hands, faces and bodies of the camp occupants.

36-668 Housing.

The following minimum housing shall be provided:

1. All openings shall be effectively screened.
2. Dirt floors are prohibited.
3. When heating is provided for any camp housing the heating units shall be properly vented to the outside atmosphere as directed by the local health authority.

36-669 Fire protection.

Every camp shall be equipped with one or more pieces of fire fighting equipment such as fire hydrants and hose, water barrels and buckets, sand barrels and shovels and chemical extinguishers. The camp shall provide whichever equipment in the opinion of the owner is most feasible. If water barrels are provided, larviciding shall be performed to prevent mosquito breeding.

36-670 Garbage.

A reasonable number of watertight metal garbage containers with tight-fitting lids shall be provided. The containers shall be emptied and cleaned as necessary, and the garbage disposed of in accordance with minimum standards of the state department of health.

36-671 Drainage.

In every labor camp all kitchen, toilet, bath and other drainage shall be disposed of in such manner as to prevent fly and mosquito breeding and pollution of any water or food supply.

36-672 Responsibilities.

Occupants of the camp shall be jointly responsible with the camp operator for sanitary conditions within and immediately adjacent to their living units.

36-673 Abandoned Camps.

No camp shall be left unoccupied in such condition that it constitutes a public or health hazard.

36-674 Camp owners' responsibility after expiration of employment.

The labor camp owner shall not be required to furnish any of the services or facilities as required in this article to any person who remains in the camp after the expiration of his term of employment or such period of time as authorized by the camp owner. Such person remaining on the land after expiration of either period is a trespasser.

36-675 Violation; penalty.

A person violating any provision of this article is guilty of a misdemeanor punishable by a fine of not less than twenty-five nor more than two hundred dollars, by imprisonment in the county jail for not more than thirty days, or both.

The problem is not one of inadequate legislation but rather inadequate enforcement.

A detailed report of the sanitation for migrant health on pages 64 and 65 reveals a total of 1,167 sanitary deficiencies for 267 camps in Maricopa County. This is an average of more than 4 deficiencies per camp. Garbage disposal seems to be the biggest offender even when the housing is adequate or good. The photographs on page 66 show some of these sanitation problems.

Toilet Facilities. Toilet accommodations are very poor with outdoor privies being common in most camps. Sewage disposal is ordinarily both unhealthful and inadequate.

Table V

REPORT ON SANITARY DEFICIENCIES AND CAPACITIES OF LABOR CAMPS

Compiled by Charley Jones, Sanitarian for Migrant Areas
Maricopa County Health Department
December, 1964

CAPACITIES	TOTAL SUSPECTED ACTIVE CAMPS	TOTAL KNOWN ACTIVE CAMPS	GRAND TOTAL (276 Camps)
NATIONALS[1]	2,842	7,332	10,174
SINGLE MEN[2]	3,553	4,044	7,597
FAMILIES[3]	176	1,334	1,510
TOTAL CAPACITY[4]	7,392	19,204	26,596
SANITARY DEFICIENCIES			
LOCATION			
Level		1	1
Drained	6		6
LAY-OUT			
Clean	3	7	10
Kitchen	1		1
WATER			
Adequate	2	2	4
Safe	2		2
Protected	5	6	11
Dipped	1		1
Hauled	3	1	4
TOILETS AND PRIVIES			
Adequate	15	17	32
Approved	56	46	102
Privies 125'	6		6
Privies 200'	1		1
BATHING FACILITIES			
Adequate No.	8	8	16
Adequate Water	8	5	13
Complete Washing	3	1	4

1. Total space allocated for farm labor including children.
2. Total space allocated for Mexican national or Filipino labor.
3. Total space allocated for domestic labor.
4. Number of family units.

REPORT ON LABOR CAMPS (continued)

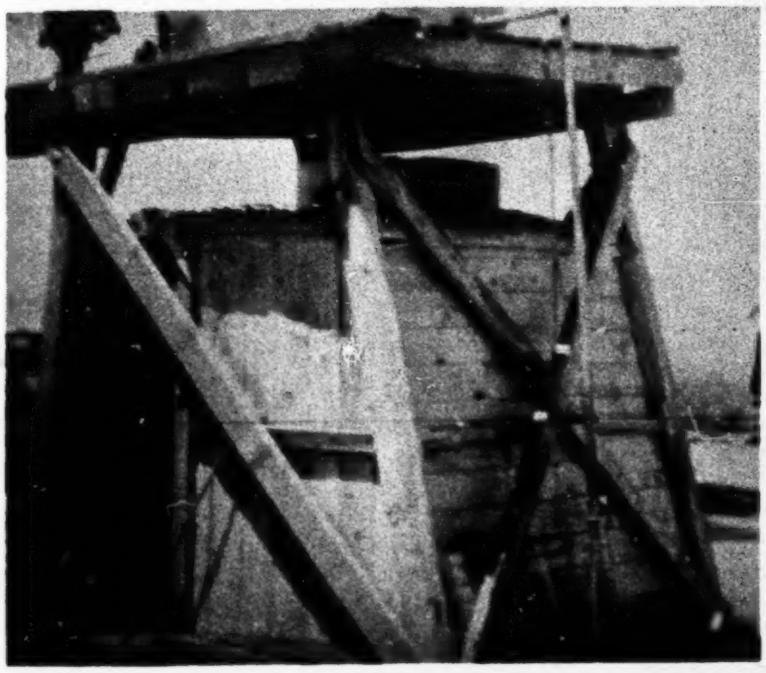
SANITARY DEFICIENCIES	TOTAL SUSPECTED ACTIVE CAMPS	TOTAL KNOWN ACTIVE CAMPS	GRAND TOTAL (276 Camps)
SLEEPING QUARTERS	1	9	10
Clean	6	4	10
Vermin Free	3	3	6
Vented	3	3	6
Dirt Floor	1	2	3
FOOD		1	1
Wholesome	1	10	11
Sanitary Facilities	9	16	25
F.H. Card	14	15	29
Adequate Dishwashing		2	2
SEWAGE DISPOSAL			
Approved	27	64	91
GARBAGE			
Fly Tite Cont.	68	46	114
Rodent Proof	20	32	52
Covered	61	62	123
Adequate No.	19	15	34
Adequate Size Can	12	12	24
Empty twice Wk.	42	17	59
Otherwise Disposed	34	62	96
VECTOR CONTROL			
Disposal liquid waste	1		1
Mosquito Breed Control	21	12	33
Fly Breed Control	56	59	115
IN CPS SANITARY	12	3	15
	1		1
ABAND-DIS CPS	5	2	7
Privies Filled	3		3
Clean-Sanitary	2	2	4
Gar., Etc. Disp.	1	1	2
RESPONSIBILITY			
Regs. Enforced	22	13	35
Qts. Sanitary	12	10	22
TOTAL DEFICIENCIES AS OF LAST INSPECTION	576	591	1,167

SANITATION

Sanitarian inspects a contaminated water supply.

Garbage - "A typical incinerator."

Dirty meat saw contaminating food in a labor camp.



An improvised shower.

Vector Control. This is a big problem as a result of the above conditions and many flies and mosquitoes flourish spreading germs and disease in a haven of filth.

The migrant's health condition is not good. His understanding of sanitation is very limited. He lives in an environment of germs and filth which constantly plague him. Diarrhea is prevalent, diseases of the ear and mastoid, skin infections, and upper respiratory infections are constant offenders.

Lack of Medical Treatment. The migrant had little or no medical treatment up until the recent past. Needless deaths have resulted from diarrhea, impetigo, and other conditions left untreated. Infant mortality is high since many babies are born in the filth of the home without medical care and attention.

The County Welfare Department is currently giving aid to a great percentage of former migrants. Many, who are in dire need of welfare, are not eligible because of a one year residence requirement. The Supervisor of Welfare of Agricultural Areas in the County says that 90 per cent of those receiving aid were recently migrants, or have a migrant background. Possible research studies could be conducted through the Welfare Department to determine what problems and solutions exist in this area. When inclement weather exists for any period over three or four days, hampering field work, many of the migrant families become destitute without income. The families often go hungry from day to day until work is resumed in the fields. The system of paying cash as work is completed during the day lends itself to a habit of living from day to day on the income. Federal commodities are available to these people, but many of them are not aware of this and are unable to benefit by them. Dietary habits derived from the Spanish-American culture is also a factor in the failure to use commodities.

Education

Probably the most outstanding factor that locks the migrant in his "way of life" is his lack of education. His ignorance of health and sanitation, his inability to cope with wage and labor problems, and almost all areas one can mention, revert to lack of formal education. The average adult migrant has a formal education of about a fifth grade level. Many of the migrants do not speak English; fewer read and write, and some have only a speaking knowledge of Spanish. (14:1)

Little or no educational program is being provided for these people. Little exists in the way of regularly scheduled voluntary classes in basic subject areas, and the languages, which can be attended by the adult migrant. The only exception is the limited program in El Mirage being conducted under Manpower Development Training Act. (16)

The problem of basic and literary education for the migrant group may be illustrated by figures compiled by the Arizona's Opportunity for Action, Inc., on four selected counties in Arizona which follows on page 68. (4:5)

Table VI

CENTRAL ARIZONA COUNTIES - STATISTICAL INFORMATION

Education

	Gila	Maricopa	Pima	Pinal
Adults 25 years and over with less than:				
Fourth Grade education	1,461	27,913	9,525	5,437
Eighth grade education	3,405	63,505	22,658	10,807
Median school years completed	10.0	11.6	12.1	8.8
% Drop-outs (1959-1963)	27.02%	31.73%	30.17%	32.21%
Selective Service Data:				
Accepted	59-50%	1,159-42%	408-44%	119-37%
Rejected	62-50%	1,595-58%	510-56%	201-63%
Mental Rejects	22	539	190	117
Physical Rejects	37	943	297	64

Maricopa County lists 63,505 adults, 25 years and over not having completed the eighth grade and 27,913 completing less than the fourth grade. The exact percentage of these numbers that are migrant or marginal agricultural laborers has not been determined. However, from results of the 48 family survey cited earlier, it seems fair to assume the rate to be quite high, probably higher than the general population as set forth in Table VI.

D. Current Programs Being Conducted for the Migrant

The Migrant Ministry

The Migrant and Indian Ministry of the National Council of Churches probably has contributed more in the way of development of various programs for the migrant than any other single source. They have encouraged and fostered community support for health clinics, educational programs and general aid to the migrant regardless of race, color, or creed. Training programs, literacy classes, and demonstrations have been conducted through the years. Due to the untiring efforts of Rev. Harold Lundgren, Director of the Migrant and Indian Ministry in Arizona, permanent programs are beginning to emerge which will offer new opportunities for migrants. The permanent health clinic in El Mirage offering medical and dental services is one of the first accomplishments. A second milestone was the literacy training courses and occupational training which was piloted by the Ministry, and is now fully supported by the Federal government under M.D.T.A. A third milestone was the evolvement of the Migrant Family Health Clinic Project in Maricopa County. Many are hoping that this clinic will become a permanent service of the State Health Department.

The Migrant Family Health Clinic

This clinic is a new project (October 1963) operating as a part of the Maricopa County Health Department Program and sponsored by the Federal government. (13) Dr. Ray Kaufman is the physician running the clinic. He has a staff consisting of a social worker, a sanitarian, a dietician, and several nurses. Starting in January, a mobile Dental Clinic will also be a part of the services offered. Currently the mobile clinic is operating on a scheduled basis in a number of migrant areas and communities within the county.

Dr. Kaufman is effectively fostering community support for the program and encouraging the building of permanent clinics by the individual community. As soon as ample working quarters are provided in an area, the staff provides services without the use of the mobile trailer unit. This practice tends to draw a greater responsibility from the community. Volunteer help is secured in each area where the clinic locates.

The clinic has treated 953 patients from April 27, 1964 to September 1, 1964. The racial make-up of the 953 patients was 158 Anglo-American or 16.6 per cent; 612 Spanish-American or 64.2 per cent; 84 Negro or 8.8 per cent; and 99 Indian or 10.4 per cent. (11)

Table VII which follows indicates the nature of the health problems in one migrant group. A fair conclusion is that many of the conditions are associated with the migrants' way of life. (10)

Along with medical services, educational programs are being conducted by the nutritionist, the social worker, and sanitarian. They are having some materials printed in both Spanish and English. Dr. Kaufman contends that the time to do something for these people is while they are still located in camps and groups, saying that, "Health, educational, and other

Table VII

CONDITIONS SEEN IN THE MIGRANT HEALTH CLINIC - BY CLINIC
APRIL, 1964 - OCTOBER, 1964

DIAGNOSIS	TOTAL	AVON-DALE	BUCK-EYE	TOLL-ESON	GUAD-ALUPE	HARQUA-HALA	EL MIRAGE	DYSART
Tuberculosis	2	1	-	-	1	-	-	-
Venereal Disease	14	7	-	3	1	-	3	-
Diarrhea	108	27	22	17	24	4	3	11
Strep. Infection	58	26	5	16	8	3	-	-
Whooping Cough	20	-	-	-	20	-	-	-
German Measles	6	1	2	3	-	-	-	-
Measles	6	2	-	1	-	1	2	-
Chicken pox	20	13	-	4	3	-	-	-
Mumps	5	2	-	2	1	-	-	-
Trachoma	0	-	-	-	-	-	-	-
Benign Neoplasma	3	-	2	-	1	-	-	-
Allergies	63	22	3	15	11	7	1	4
Diseases of Thyroid Gland	3	1	1	-	-	-	-	1
Diabetes, Mellitus	7	-	1	-	2	-	1	3
Avitaminoses & Other Metabolic Diseases	28	3	1	4	9	4	2	5
Diseases of the Blood & Blood Forming Organs	38	11	4	6	10	5	-	2

CONDITIONS SEEN IN MIGRANT HEALTH CLINIC (Cont'd - page 2)

DIAGNOSIS	TOTAL	AVON-DALE	BUCK-EYE	TOLL-ESON	GUAD-ALUPE	HARQUA-HALA	EL MIRAGE	DYSART
Psycho-neurotic Disorders	9	1	2	3	3	-	-	-
Inflammatory Diseases of the Eye	61	22	2	12	17	7	-	1
Other diseases and Conditions of the Eye	13	3	-	4	4	2	-	-
Diseases of ear & Mastoid Process	281	84	27	57	75	29	1	8
Rheumatic Fever	1	-	-	-	1	-	-	-
Diseases of the Heart	4	1	-	-	2	1	-	-
Hypertensive Disease	62	29	8	10	10	3	-	2
Acute upper Respiratory Infection	351	83	38	57	124	29	2	18
Influenza	7	1	3	-	2	1	-	-
Pneumonia	7	4	-	1	2	-	-	-
Bronchitis	35	9	5	7	10	4	-	-
Diseases of the Buccal Cavity and Esophagus	58	26	8	4	12	8	-	-
Diseases of Stomach & Duodenum	38	13	3	11	7	1	1	2
Appendicitis	2	2	-	-	-	-	-	-
Diseases of Liver, Gall-bladder & Pancreas	26	22	-	-	2	2	-	-

CONDITIONS SEEN IN MIGRANT HEALTH CLINIC (Cont'd - page 3)

DIAGNOSIS	TOTAL	AVON-DALE	BUCK-EYE	TOLL-ESON	GUAD-ALUPE	HARQUA-HALA	EL MIRAGE	DYSART
Diseases of Urinary System	28	13	3	6	4	1	1	-
Diseases of Male Genital Organs	3	-	-	-	-	3	-	-
Diseases of Uterus & Female Genital Organs	67	23	3	31	6	3	-	1
Infections of Skin	112	31	20	15	28	5	3	10
Congenital Malformations	2	1	-	-	1	-	-	-
Diseases of Early Infancy	16	2	-	1	13	-	-	-
Arthritis	34	9	2	5	14	4	-	-
Symptoms & Ill-Defined Conditions	250	79	32	21	62	20	1	34
Accidents	42	16	6	17	2	1	-	-
Medical Exam.	135	27	30	18	13	41	1	5
Skin Test	106	35	6	5	-	60	-	-
Follow-Up Exam.	174	49	16	31	62	16	-	-
Maternity	102	18	4	-	68	12	-	-
Other Conditions Seen	253	67	16	68	32	4	17	-

programs can be taken to them, but five or ten years from now who knows where they will be when the camps go out of existence."

Several pictures that were taken illustrate the Migrant Health Clinic in action. These pictures will be found on page 74.

The current objectives that are being carried out by the Mobile Health Clinic Project are outlined as follows:

1. To provide medical care (for ambulatory patients) to migratory workers and their families, to the extent possible by the limitation of facilities and staff. (Services will include diagnostic medical examinations, basic laboratory examinations, limited x-ray examinations, medical therapy (drug therapy), follow-up between clinics by public health nursing personnel, and referrals for such diagnostic and therapeutic, medical and surgical procedures which may be urgently needed but cannot be accomplished by the clinic.)
2. The health clinic shall be working as a center for community organization for health services with the objectives of improving sanitary conditions in the communities and labor camps in the area, promoting health education of the migratory workers and families, promoting case finding, programs including skin testing and x-ray, and preventive services such as well child, maternity, and immunization clinics.
3. The health clinic shall assess and evaluate the health needs of the migratory population in the County, with the ultimate objective of establishing such more permanent, community supported health services for which need has been found or demonstrated. (13:1)

The initial grant which put the clinic in operation was for $60,000.00 annually for a three year period. Next year's budget has already been approved and has been increased to $120,000.00. This speaks well of the efforts of those working in the clinic to broaden and increase the services they offer to the migrant.

A Dental Mobile Field Clinic

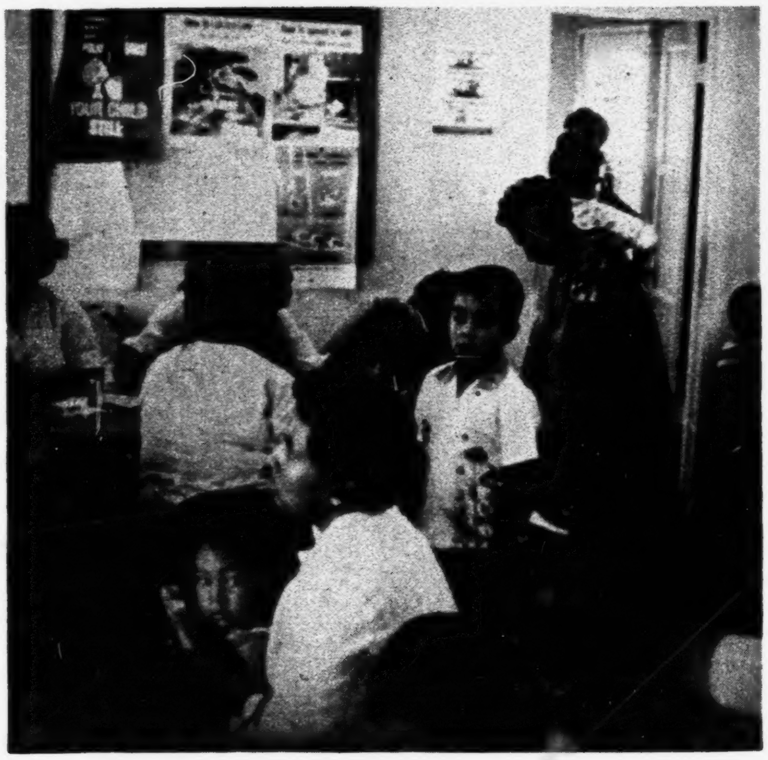
The following is a description of the mobile field clinics being operated and the establishment of a clinic for dental care. The dental clinic will serve domestic migratory farm workers and their dependents. (12)

> This plan is a supplement to the Maricopa County Migrant Family Health Clinic Project. This project was initiated July 1, 1963, through a PHS Migrant Health Project Grant. (Grant Number MG-29). The project is sponsored by the Maricopa County Medical Society, the Migrant Ministry - a nonprofit organization of the church - and is administered by the Maricopa County Health Department. The objectives of this project are:

CLINIC

Mobile Unit I arrives at camp.

MARICOPA COUNTY HEALTH DEPT.
Migrant Family Health Clinic
Migrant family awaits medical care.


Waiting room in Guadaloupe.

Doctor makes preliminary inspection.

(1) To provide medical care to migratory workers and their families.
(2) To promote community organization for health services for the migrants including improvement of sanitary conditions, health education, case-finding, and preventive medical services.
(3) To assess and evaluate the health needs of the migratory population with the ultimate objective of establishing more permanent needed community supported health services.

The plan has been carried out through a mobile trailer type clinic staffed by a full-time physician, one clinic nurse, one PHN and assisted by one Social Worker with main responsibility in the field of community organization, one sanitarian working with the migrant labor camps, and one more PHN to assist the Public Health Nurses in the districts with high migratory population.

The first clinics were started on a once weekly basis in Tolleson, Avondale, and Buckeye in the latter part of November, 1963, under the medical direction of a part-time physician.

In January, 1964, a full-time physician was employed. This full-time physician is doing clinical work in the clinics and is also working as the director and supervisor of the project, responsible to the Director of Medical Services.

In March, 1964, a Migrant Health Clinic was opened in Guadalupe in a permanent clinic building. This clinic is open every second Thursday of the month. Plans are made to start a similar clinic in Harquahala Valley at the end of April of this year.

The Migrant Ministry has been conducting a weekly clinic from a trailer in El Mirage with the help of a volunteer physician and volunteer nurses along with other volunteer assistance. A permanent clinic building was opened in El Mirage in March of this year. The Migrant Health Project is supporting this clinic with drugs, some equipment and with PHN Service for follow-up of patients. A dental clinic has been set up in the new El Mirage building and will be open once a week staffed by a volunteer dentist.

The clinics are serving all medically indigent migratory domestic workers who want to seek the clinic - also their families or dependents.

A screening is made of all people seeking the clinic to determine the family's medical indigency. Patients who can afford private medical care may be served once on an emergency basis only and then will be advised to seek medical care elsewhere. The services of the clinics include diagnostic medical examinations by the physician to the extent possible by the limitation of clinic facilities, routine laboratory examinations and medical treatment including dispensing of drugs from the clinic supply. Referrals are made to other Health Department Clinics (Well Child, Maternity, V.D., Diagnostic Chest Clinics, etc.) or to County Hospital or other available community resources as needs arise. Follow-up of patients is done by district PHN's as needed.

The population seen in the clinics consists of both migrants from other states and out-migrants who are residents of this state or county and who periodically follow the crops to other states.

Since the inception of the clinics until April 1, 1964, more than 2000 patients have been examined and treated in the clinics. (This does not include the El Mirage Clinic).

Since county-wide figures are available only for in-migrants, it is difficult to estimate the total population eligible for these services. This becomes even more difficult since an increasing number of migratory farm workers are making this county their home base. Furthermore, it is expected that the coming abolishment of the "Bracero Program" which uses Mexican nationals, will further increase the number of domestic migratory farm workers eligible for clinic services.

By conservative estimate the eligible population will number between 20,000 to 30,000 persons. The medical clinic services have clearly shown that dental health presents the biggest unmet need in this population.

The only dental services available for the migrant indigent population are the pedodontic clinic in Maricopa County Health Department and some emergency dental services at Maricopa County General Hospital. The services of the pedodontic clinic of the Maricopa County Health Department are limited to children from three to seven years of age and in spite of strict screening of patients eligibility, this clinic has already a two to three month waiting period. The distance to the County Hospital and lack of transportation make it very difficult for the migrant population to seek the services of this clinic. Furthermore, only residents of the county - that is persons who have lived here for at least one year - are eligible for services of the clinic. There are no private practicing dentists in the large rural areas within reasonable traveling distance of the migrant labor camps. The purpose of the plan is, therefore, to provide the most needed dental care for the dental indigent domestic migratory population through the establishment of a Mobile Dental Clinic which will be scheduled to serve the rural areas with high migratory population. The trailer will be equipped with two dental chairs and units, also dental x-ray equipment to facilitate maximum efficiency of the dentist working in the clinic.

The staffing of the mobile dental clinic will consist of a dentist licensed to practice in Arizona. (This dentist may receive technical supervision by the dentist heading the Maricopa County Health Department Pedodontic Clinic.) The staffing should also consist of one dental assistant and one clerk, if possible, interchangeable so that both persons may assist the dentist and do clerical work, and one dental hygienist.

The dental hygienist will be doing screening examinations of patients seen in the medical migratory clinics and schools in the areas where the clinic is scheduled, will do prophylactic treatment and refer patients to the dental clinic. Furthermore, the hygienist will plan and assist in dental health education programs.

All patients seen in the clinic will be screened for dental indigency following the same principles as the medical migrant mobile clinic.

Dental eligibility will include children under 10 years of age and pregnant women. Children over 10 years of age and adults other than pregnant women, will only receive emergency services. However, this is only a tentative policy which should be flexible and may be changed according to needs and availability of facilities and time.

The State Department of Public Instruction

Up to this point no formalized educational program has been developed at the state level for migrants. One of the needs which might be researched could well be in the area of surveying the need for a special Department of Migrant Education within the state structure. (15)

The Home Economics Department

This department under the State Department of Vocational Education is working with the Maricopa County Welfare Department and volunteer agencies, such as the Friendly House, in training of migrant women to perform certain domestic jobs. As there are no funds available from a state or federal level (the H.E. program is presently set up to function in secondary education and higher education) the work thus far has been consultive only with the development of outlines for areas of instruction. The actual instructional program is being carried out by the Maricopa County Welfare Department through the facilities of the Friendly House.

Public School Programs

The development of educational programs for migrant families, particularly the children, has been and still is beset with many unique and unusual problems. Characteristics of the migrant are central to designing a program of activities to alleviate or improve the disadvantaged nature of the migrant. Such problems often are inclusive of the following: low motivation, insufficient lingual capability, poor health and deficient nutrition, alienated cultural qualities, and many others.

The establishment of applicable programs is predicated upon extensive study and research in these problematical bases: assimilation of migrant children into the schools, integration of varying racial groups, methods of accumulating and utilizing adequate records, prevention of absences and retardation, identification of emotional and social needs, and stimulation of interest and achievement.

In Arizona, only three communities have studied these programs and have made attempts at redesigning the curriculum and activities to serve the unique demands for migrant education. There is little directed effort in Arizona to this type of program, and no funds have been appropriated at the state or county level to aid in assisting local districts financially. Leadership is extremely scarce, since these few programs are mere adaptations in a very limited manner. Avondale, Stanfield, and Dysart school districts are beginning or sustaining programs for migrants, but each is greatly in need of additional development. Arizona as a whole is extremely deficient in meeting the problem of migrant education, as evidenced by the extremely limited programs now available.

Private Organizations

A number of private organizations such as the Salvation Army, Friendly House, Mennonite Church, etc. are conducting a variety of token services to the migrant. Most of this effort is uncoordinated but helpful to a limited extent.

Unanswered Problems

In viewing and discussing programs that are being conducted in areas of migrant education several problems have not been answered. These are as follows:

1. What can be offered in the way of further educational opportunity for those migrant adults who show extreme promise and interest in further formal education? At present many of these people become the failures in the follow-up work programs because they are not satisfied with what the new occupation offers.

2. When are occupational classes going to be offered to meet the interest levels of the students? In screening, not only health aspects have been overlooked, but interest, intent to stay in the area, police records, and habits such as alcoholism.

3. What is the determining factor in literacy training or proficiency to enable an adult migrant to attend occupational classes?

PART II

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PART III

A DESCRIPTION OF THE AVONDALE AREA

A. The Changing Community

The city of Avondale has experienced a rapid growth during the last decade as compared to other similar areas in Maricopa County. In 1950 the city had a population of 3,000, and by 1963, had grown to an estimated 6,500. (5:29) During this period of time many changes have been taking place in the make-up of the population. Much of the growth is related to the migrant and seasonal worker population.

Dwindling Migrant Labor Force and Stabilization

One of the most noticeable changes in the population has been the acquiring of a degree of stability. In the early 1950's, it was quite common for there to be a large influx of people during the peak harvest period of the outlying farms. This period usually lasted from October through January. However, during the years from 1961 to the present, the influx has been less noticeable each succeeding year. The migrants no longer stream in by the thousands as in former years, only a slight increase is now noted during this peak harvest period.

Farm Labor Demand Reduced

There seems to be a close relationship in what is happening to the migrant labor force and the changing demand for farm labor due to the mechanization of cotton and other crops. Since the seasonal labor force that was used in the cotton harvest has been reduced by more than 90 per cent, much of the migrant labor has been discouraged from frequenting its old circuit. No longer do large advertisements appear in newspapers and magazines with headlines like those of the 1950's such as this: "Avondale Farmers Need 5,000 Workers in the Cotton Harvest." Thus, the use of out-of-state advertising for workers is less extensive than in past years, possibly, accounting for some of the reduction of migratory workers coming to this area.

Migrants Becoming Permanent Residents

Many migrants have settled in the Avondale area, trying to fill seasonal demands in vegetable, citrus, and other crops along with what hand work that still exists in the cotton fields. As a result, they have not migrated to other areas for several years in many cases. Instead of going out of state or even county, they are working within a radius of 50 miles, on a number of farms, in a variety of crops, during the year. Some of the workers use their own cars to and from the fields while others have become a part of the day haul program.

Migrant Section. Most of the south side of Avondale has become a housing area for migrants and the marginal labor group made up largely of former migrants. Although no actual count or census has been taken to determine the number of migrants and marginal labor groups in this area, by observation alone it reveals about one-third to one-half of the city population is in this category. One of the problems is housing this group of low-income workers. Much of the housing in this section is dilapidated or deteriorating rapidly. Many houses are fire traps and provide little shelter from the weather. A number of these houses are privately owned rental units costing the occupants from 8 to 20 dollars per week. Some of the houses are being purchased by migrants who have recently settled from the migrant trail and have established a home base here. A few of these migrant homes are beginning to take on a "new look" and show pride of ownership. If this self-improvement is stepped up and encouraged by some type of an action program, much of the "Slum" condition could pass into oblivion.

City Supplies Housing

The city of Avondale owns a "Circle Housing" project, located in the central part, which is supposedly low cost rental units for the agricultural labor force. Most of these apartment-type units are in good condition and provide much better living conditions than outlying labor camps. (Some photographs of "Circle Housing" are on the next page.) The low cost rental units have attracted much of the migrant population to locate here, indicating that if housing is provided, migrants will seek it. However, this project is not altogether a humanitarian act or an attempt to put the migrant in better housing in itself. "Circle Housing" is one of the chief sources of revenue for the city, resulting in no city property tax. It would appear that the marginal agricultural labor group is paying for most of the city governmental expenses which include a mayor, a council, a city manager, several clerks, a fire department, and a local constable.

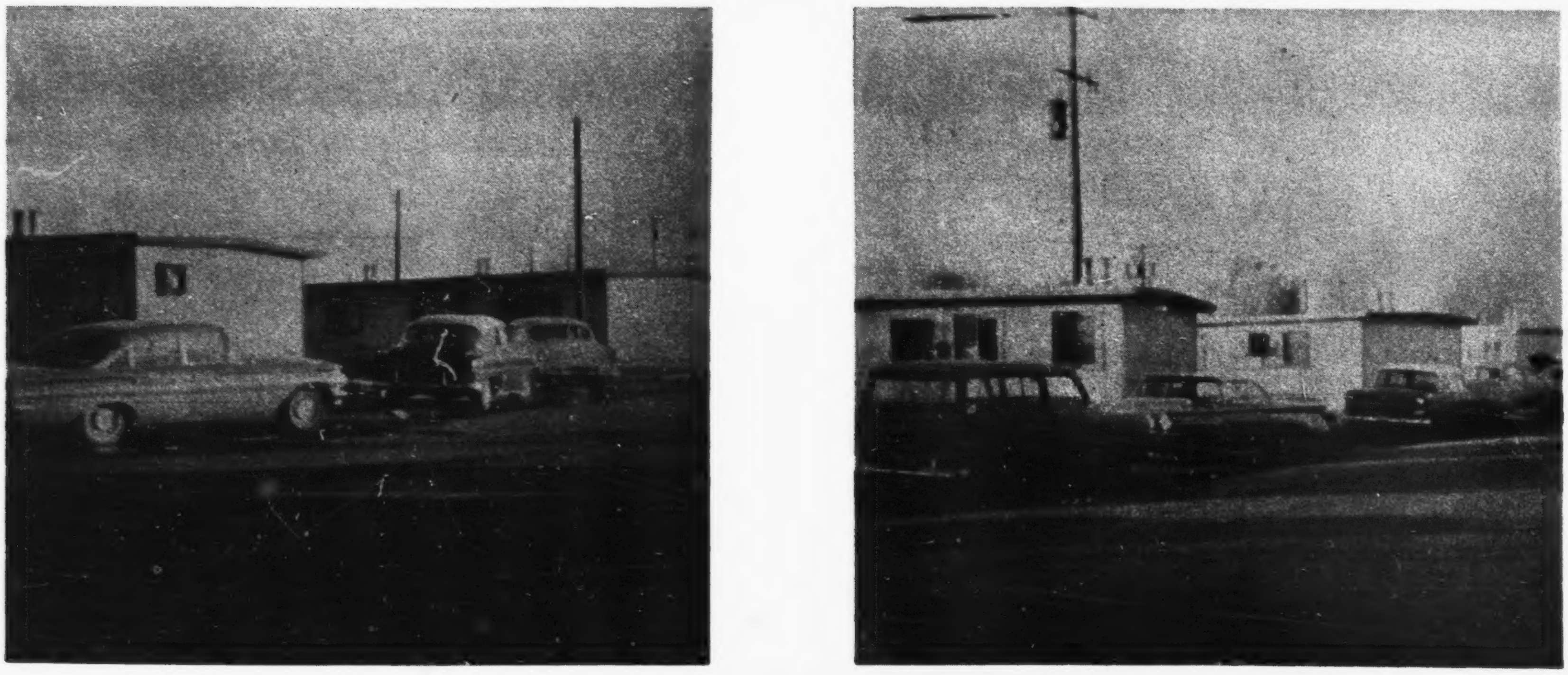
Avondale Farm Labor Camp

Within the city limits of Avondale, there is a labor camp owned by Maricopa County and leased to private labor contractors. This camp has been used in conjunction with the Mexican nationals. Up through November of 1964, there have been several thousand Mexican nationals housed and fed in this camp. Through December the Mexican nationals were being returned to Mexico with the termination of Public Law 78. At the present time only a few of these single unit type houses are being occupied by local workers. The Avondale Labor Camp as it is widely known, consists mostly of portable steel structures which are very adequate, neat, and clean for housing single males. This housing may not be too appropriate for family residences. What use will be made of this camp in the future remains a question not yet answered.

Outlying Farm Labor Camps and Communities

There are a number of grower-owned labor camps located on surrounding farms within the economic area served by Avondale, which encompasses 16,000 people. (6) Most of these camps have deteriorated in recent years due to non-use, "don't care attitudes", or the hiring of Mexican nationals housed by labor contractors. As a result of these conditions the migrants have been induced to seek dwelling places in communities adjacent to Avondale, or in Avondale itself. Tolleson, Cashion, Litchfield, Goodyear, and

AVONDALE



"Circle Housing"

"Avondale Farm Labor Camp"

Buckeye, surrounding Avondale and comprising part of the economic community, have also experienced growth from the settling of migrants. Of course, there are still a number of farm labor camps in use; but it is now common to see many empty units within a camp even during the peak harvest season. Not too many years ago it was impossible to find even one empty unit within a camp during this same harvest season. The changes noted demonstrate a tendency of the migrants to settle in established urban areas, frequently those associated with a metropolitan complex.

B. The Impact of the Migrant and Marginal Agricultural Worker

Residence of Migrant Felt

The Avondale community has truly felt the permanent residence of recent migrants. Although, according to Joe Acevedo, City Manager, these new residents have not increased the crime rate percentage wise with the population increase, still problems do exist and are felt. (1) The deteriorating housing has been recognized as one of the outstanding problems, which will continue to get worse unless a plan is developed and put into action. Avondale has a slum area out of proportion to its size. Although "Circle Housing" has provided better living conditions it has not eliminated the slums as the growth has been too rapid for "Circle Housing" to supply the needs.

Increased Welfare Load. There is a welfare worker from the county office who spends one day each week in Avondale reviewing welfare cases and one field worker who is stationed in the Avondale area. Many families who qualify are receiving welfare aid. Others who do not meet the qualifications are directed to check out surplus commodities.

The Migrant Child and the Schools

The school has undergone a change in enrollment during the pattern changes of migrants and the agricultural labor market. Due to the loss of the great influx of seasonal cotton pickers, the enrollment has come close to being stable. This, coupled with the settling of migrant and marginal workers has caused a reversal in the make-up of the basic enrollment.

At the same time many problems that were ephemeral have taken on a permanent nature because children who once moved with the crops have now become "full time" students instead of the haphazard attendance of the past. (Many children still spend an occasional day in the field, but nothing like in past years). Of course, when the home-base migrants move out in the spring some children are taken but usually they remain behind with "Grandma", "Auntie", or "Mother", if she doesn't go.

Language and Reading Problems. The schools have realized reading and language problems which have now become more deep seated and permanent but as yet little has been done in the way of programs to adequately cope with the recognized needs of the children. Lack of local funds with little or no outside revenue has probably been the contributing factor. The schools have tried to send teachers to workshops and view new materials in reading, etc., to help keep "abreast of the times". Some "Little Schools of the 400" are being used to teach basic English to first grade children with a degree of success. (4) What really is needed is research in the area of program development for bilinguals and probably specialized teachers in reading and other areas. Until state or federal aid is forthcoming, these children will at best receive a "beefed up" regular program of instruction. Many children attending high school still show speech defects due to poor language transition from Spanish to English. (3:9)

School Policies Limit the Opportunity of Migrant Children. Not all of the school policies have lent themselves to improving the migrants' educational provender. One policy in a local high school is to establish a cut-off date which becomes the sine qua non for school enrollment. This date is set in early October and anyone not having enrolled in a school in another area and transferred, or in the local school before the cut-off date, is declared ineligible to attend. A youngster in high school who may have been required to help support the family (e.g. by traveling with his father to California to pick artichokes for five or six weeks), upon returning from work to attend school at "home base" finds himself barred from attending classes due to demands and problems over which he has no control.

C. The Work Shortage

According to figures released by the Arizona State Employment Service there is a farm labor shortage every month of the year. On the same basis thousands of Mexican nationals have been imported to counter this shortage and enable the farmer to cultivate and harvest his crops with the least amount of loss.

Work Shortage in Area

Interviewing local domestic farm workers in this area for the past three months has revealed anything but a labor shortage in this particular area. In fact, a number of workers have been unemployed continually during the peak harvest period, yet they have earnestly sought work daily. They end up being hired for several hours, or a half day, then they are paid and sent on their way. In this manner they only earn enough to buy gas and a few loaves of bread to continue on their quest for work. This cycle repeats itself day after day.

What is the problem? A number of answers have been offered by various individuals. Some growers contend that these people don't want to work. Other farmers are silent on what is happening. The state annuals still continue to record a shortage of help in the fields.

The following conclusions have been reached:

> Observation has shown these people, generally, to be able bodied workers willing to work and skilled in the hand labor jobs they are seeking.
>
> Some organizations or individuals seem to be prompting the farmers to eliminate the local available labor supply. They then can try to justify demands for foreign labor.

A number of situations which have been uncovered in this area seem noteworthy of mention. Many growers using Braceros have not complied with the law in its strict interpretation. They have failed to make an honest attempt to offer job opportunities to local people. They have not properly carried out their obligation of the involuntary "day haul" program. Buses are often late or off schedule. Upon hiring local people they have constantly used pressure tactics to aggravate these workers into quitting. Now that this has failed to produce the desired results the farmers have started hiring half-days or less.

Over six hundred job placements have been made through the farm labor office in Avondale during the last three months. Out of these placements only four workers are still holding jobs. Even if a considerable number of the workers placed were not dependable or poor workers, still four jobs existing out of 600 is odd for workers who are hungry and in need. One labor contractor with a crew of 30 workers has been unable to place his people on jobs for three months. Yet a worker shortage is claimed and a plea for the continuance of a foreign labor program is being strongly voiced. (2)

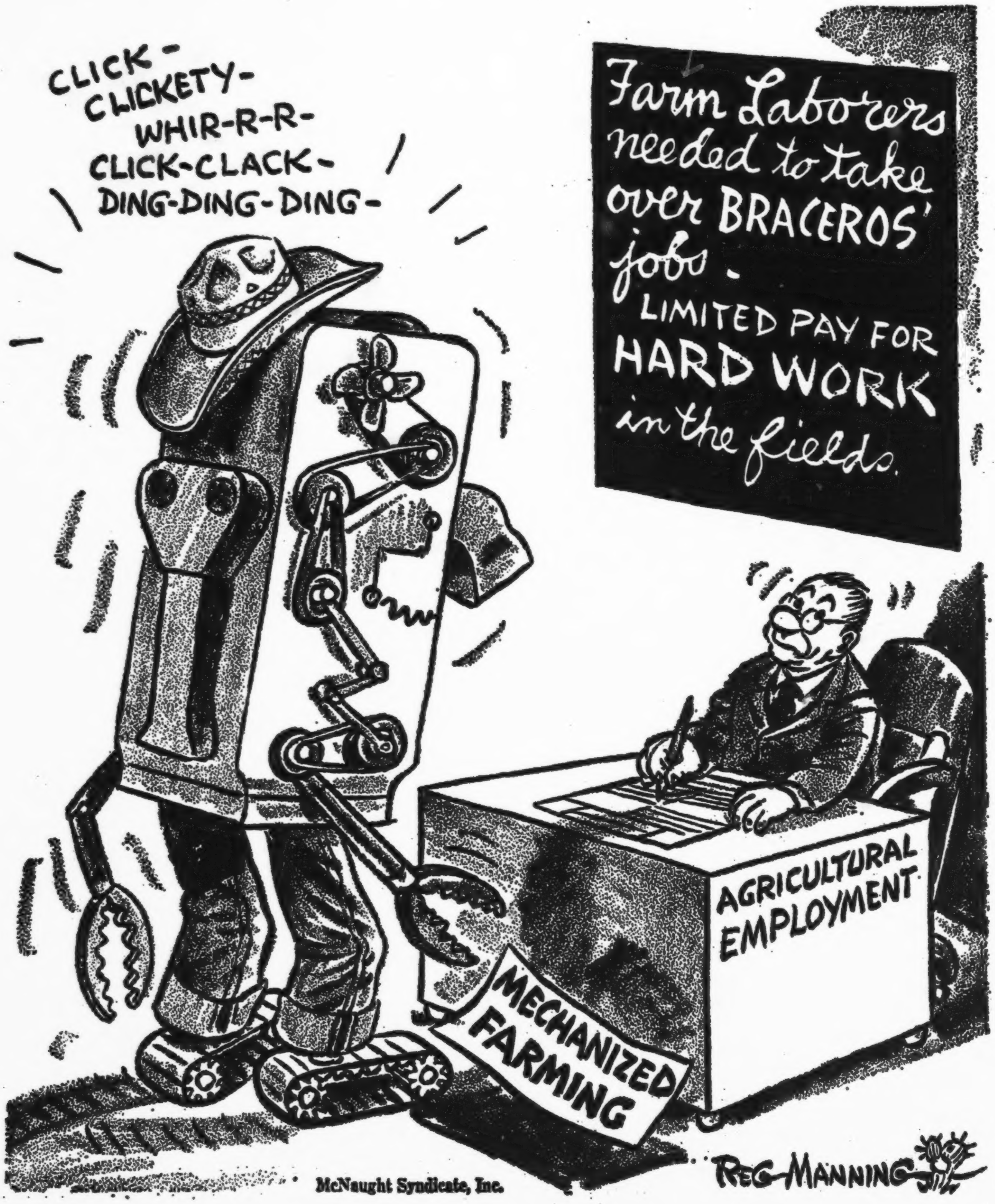
The cartoon on the next page does an excellent job of telling in picture what is happening to the migrant as a result of mechanization and foreign labor. The cartoon has been used with the permission of the Arizona Republic.

THE ARIZONA REPUBLIC

Page 6 Friday, February 5, 1965

Most Likely To Apply

By Reg Manning
Arizona Republic Staff Artist


CLICK-
CLICKETY-
WHIR-R-R-
CLICK-CLACK-
DING-DING-DING-
Farm Laborers needed to take over BRACEROS' jobs.
LIMITED PAY FOR HARD WORK in the fields.
AGRICULTURAL EMPLOYMENT
MECHANIZED FARMING
REG MANNING

McNaught Syndicate, Inc.

D. The Migrant Problems and the Community Committee

The migrant and marginal agricultural worker face the same problems in Avondale as they do in most areas of the state. These would include providing food and shelter for their families with a substandard income, their health problems, etc.

Problems and Solutions

Interviews with a local merchant, a crew leader, employment personnel, city manager, and migrants, have exposed some of the problems at a local level. Data gathered coincide with that previously stated in other parts and sections of this report.

Social Rejection. One situation which is probably less aggravated in this community is social rejection. This is also true in El Mirage. These two communities probably override rejection by sheer numbers. Because of the impacting of these people in the two towns they have lost a minority identity which they often experience. This has resulted in a somewhat better adjustment of these people. Their children experience less inferiority feeling in school because many others are there in the same plight. Nevertheless, some barriers still exist.

Health Care Provided. The past year has seen a Migrant Health Clinic in the area on a regular basis, providing much needed medical care. The advent of this clinic has resulted in opening a number of eyes in the community concerning the indifference that exists between these people and other social groups in the solving of their problems.

Committee at Work. Recently a committee of volunteers has been organized to help solve some of the migrant problems. One of their first efforts will be to provide a permanent home or quarters for the health clinic. (1)

It looks as though this committee is a step in the proper direction. The city manager indicates that it may seek and develop action programs through federal funding. If this proves to be true, the future may shine brighter for these people.

PART III

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PART IV

A DESCRIPTION OF THE EL MIRAGE AREA, INCLUDING IMPLICATIONS OF THE EL MIRAGE PROJECT FOR EDUCATIONAL NEEDS OF ADULT MIGRANT AND MARGINAL AGRICULTURAL WORKERS

A. Description of Project

The El Mirage Project which began on November 1, 1963, was a contractual grant from the Office of Manpower, Automation, and Training of the United States Department of Labor in conjunction with the Arizona Migrant and Indian Ministry. The proposed plan was to recruit, train in literacy and vocational skills, place on jobs and offer casework and supportive service to seventy-five rural migrant persons. These persons were unemployed and underemployed for reasons of inadequate literacy skill and lack of a job skill, and most of these persons had known only farm "stoop" labor as a means of earning a living.

El Mirage is a sun-baked haphazard collection of buildings without design or beauty that nearly five thousand people call home. Dirty meandering foot paths are sidewalks, and homes are nine by twelve shacks where often ten or more people live and sleep on the floor. Social workers, state and county health officials, well-meaning church groups, police officers, and many others all feel inadequate to cope with the multitude of problems that continually arise from the shadowy mass of humanity dependent upon changing seasons and crops for their meager subsistence.[1]

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[1] H. B. Lundgren, Report on the El Mirage Experimental Project, November, 1963. (mimeographed)

B. Implications of the El Mirage Project for Educational Needs of Adult Migrant and Marginal Agricultural Workers

1. In determining the need for a manpower training and rehabilitation project, the use of ordinary survey techniques are ineffectual. The nature of the individuals and groups to be assessed precludes use to any extent, of written materials; understanding the characteristics of the population involved demands face-to-face interviews and discussions. In addition, interviewers need to be bilingual in English and Spanish and familiar with the cultural background of the migrant worker.

2. The retraining for employment project's success is predicated upon the availability of jobs and employment for those who complete the program. Jobs must be provided beforehand in order for the program to adequately prepare participants for the positions available.

3. The incidence of illiteracy and limited educational development is high, and proved to be restrictive in preparing participants for employment. Literacy classes must be included as part of the program to assure competency in communication on the part of the graduates.

4. Time was a factor in making it difficult to accomplish the motivation of the men and women involved. Sufficient time is necessary in encouraging families to change their approach to life situations. The self-discipline necessary to achieve and hold a job takes great expenditures of time and effort in development.

5. The $32.00 per week allowance for the trainees involved in the training project was insufficient in terms of adequately attracting even the unemployed. Outside influences such as temporarily attractive seasonal employment tend to cause participants to withdraw from the program. A minimum allowance of $50 per week was recommended for the participants.

6. A wider range of opportunities upon completion of the program for the participants is necessary to initially attract persons to participate. The two job opportunities--general farm work and laundry work--were not assets in recruiting personnel, since they provided little improvement over previous and present situations.

7. Recruitment funds were insufficient to adequately conduct a good program of obtaining participants. A large number of personnel must be able to recruit participants in order to avoid delay in getting applicants. Delay causes withdrawals in a very short time. Great effort must be applied to the crucial period of recruitment and in an orientation process which should include group counseling sessions to create greater holding power.

8. Recruitment through conventional methods of promotion and advertising is largely useless. Door-to-door interviewing and explaining is necessary for getting a response from the persons to be included.

9. Tuberculosis, syphilis, gonorrhea, hepatitis, dysentery, influenza, and many other diseases are very much in existence in the group of people,

and the mortality rate is exceptionally high. Health education in any training program is absolutely necessary to avoid hindrances caused by poor health habits.

10. Physical examinations are also a necessity prior to enrolling personnel in training programs. A large percentage of individuals applying from the migrant group have health defects and diseases. While the existence of such disabilities shouldn't eliminate participants, the correction of sight, hearing, and health problems should be accomplished to serve a more representative portion of the population needing such educational experiences.

11. Small classes in teaching the migrant were shown to be largely successful, more so than would be true with classes larger than 15 "students." Success in the classroom is necessary for the migrant, often conditioned to failure, to maintain interest.

12. The program must be taken to the people to gain regular attendance. Because of transportation problems and general lack of initial enthusiasm, the classes and activities must be in close proximity to the homes of the participants.

13. Curricula for the migrant workers needs to be carefully structured to include the very elementary aspects of civilized living. Such things as use of telephones, fallacy of superstitions, use of eyeglasses, communicative skills, and innumerable others must be included, as experiences of migrants are extremely limited. Life is not very meaningful to them, and it is complicated by ignorance and lack of purpose. Group dynamics should be an integral part of the training as evidenced by the fierce individuality of the individuals, even to the point of calling each other a multitude of profane and animal names.

14. Financial counseling was greatly needed to help the trainees plan the efficient expenditure of their incomes. Financial problems are a source of major difficulty for the majority of the trainees. The concept of responsibility is seldom well-practiced among the very poor and culturally handicapped.

15. General guidance and counseling services were shown to be exceptionally rewarding in the trainee program. Such services must be provided for the participants in any such program to insure a smooth intercultural change and adjustment.

16. Another thing the project demonstrated was awareness of the immediacy of the goals of the trainees. Only if they "have" things now (enough food, clothes, home, etc.) will the migrant begin to plan for the future. The foresight of a disadvantaged person is extremely short especially if he is hungry, cold, and frustrated with society.

17. Persons directly involved with the recruitment, training etc. of the migrant workers in this project, were inadequately prepared to deal with the cultural aspects of the El Mirage community. The deficiency in nutrition, high percentages of disease, lack of community organization,

nonpresence of moral and ethical nature in the community, and many other features are often alien to the volunteers and professionals. Familiarity with the special sub-group culture is mandatory for a successful program with the migrant or marginal agricultural worker.